



**CARLSBAD TOMORROW:
GROWTH MANAGEMENT CITIZENS COMMITTEE**

**Faraday Center
1635 Faraday Ave.
Carlsbad, CA 92008**

Agenda

**April 20, 2023, 5 p.m.
Special Meeting**

Welcome to Carlsbad Tomorrow: Growth Management Citizens Committee Meeting

We welcome your interest and involvement in the city's legislative process. This agenda includes information about topics coming before the Growth Management Citizens Committee and the action recommended by city staff. You can read about each topic in the staff reports, which are available on the city website.

How to watch

In Person



Growth Management Citizen Committee Meetings take place at the Faraday Center, 1635 Faraday Ave.

Online



Watch the livestream and replay past meetings on the city website, carlsbadca.gov/residents/communication/city-tv-channel

How to participate

If you would like to provide comments to the Growth Management Citizens Committee, please:

- Fill out a speaker request form.
 - Submit the form to staff before the item begins.
 - When it's your turn, staff will call your name and invite you to the podium.
 - Speakers have three minutes unless the presiding officer (usually the chair) changes that time.
 - You may not give your time to another person, but groups can select a single speaker if three other members of your group are present. Group representatives have 10 minutes unless that time is changed by the presiding officer.
- **In writing:** Email comments to committee@carlsbadca.gov Comments received by 2:30 p.m. the day of the meeting will be shared with the committee prior to the meeting. When e-mailing comments, if the comment relates to a specific item on the agenda, please identify in the subject line the agenda item to which your comments relate. All comments received will be included as part of the official record. **Written comments will not be read out loud.**

Reasonable accommodations

Persons with a disability may request an agenda packet in appropriate alternative formats as require by the Americans with Disabilities Act of 1990. Reasonable accommodations and auxiliary aids will be provided to effectively allow participation in the meeting. Please contact the City Manager's Office at 760-434-2821 (voice), 711 (free relay service for TTY users), 760-720-9461 (fax) or manager@carlsbadca.gov by noon on the Thursday before the meeting to make arrangements.

CALL TO ORDER:

ROLL CALL:

APPROVAL OF MINUTES: *Minutes from the March 23 meeting.*

PUBLIC COMMENT: *Members of the public are invited to comment on items both on and not on the agenda. Please treat others with courtesy, civility, and respect. In conformance with the Brown Act, public comment is provided so members of the public may participate in the meeting by submitting comments as provided on the front page of this agenda. The Carlsbad Tomorrow Growth Management Citizens Committee will receive comments for 15 minutes at the beginning of the meeting. As needed, public comments will continue at the end of the meeting. In conformance with the Brown Act, no action can occur on non-agenda public comment items.*

WELCOME & OPENING COMMENTS: *Open meeting and welcome attendees. Review and clarify purpose and charge for the committee. Review agenda and meeting format.*

DISCUSSION ITEMS:

1. **COMMITTEE BUSINESS** – Collaborate and discuss the following topics:

- **Quality of Life Topic: beach access and public access.** Review and discuss proposed language from committee members for inclusion in the quality of life recommendations (Contact: Eric Lardy, Carlsbad Community Development Department).
- **Review Draft Committee Report.** Review and discuss the final draft committee report on the recommendations for a new plan to manage growth in the future. Address requested committee edits. Take a vote on approval of the report (Contact: Susan Harden, Circlepoint).

COMMITTEE MEMBER RECOGNITION AND NEXT STEPS: *Recognize committee's hard work and accomplishment. Review next steps following this last committee meeting.*

PUBLIC COMMENT:

Continuation of the public comments. This portion of the agenda is set aside for continuation of public comments, if necessary, due to exceeding the total time allotted in the first public comments section. Any remaining public comments shall be read into the record.

ADJOURN: *Closing comments and adjourn meeting.*

Minutes

March 23, 2023

CALL TO ORDER: 5 p.m.

ROLL CALL:

Present:

Primary – Jeff Segall, Scott White, Eric Larson, Stephen L’Heureux, Mike Howes, Mary Ryan, Frank Caraglio, Frances Schnall, Harry Peacock, Annika Jimenez, Gita Nassiri, Fred Briggs, Amy Allemann, Joe Stine, Steve Linke

Alternate – Ron Withall, Jan Neff-Sinclair, Casey Carstairs, Lisa Stark, Jamie Latiano Jacobs, Allen Manzano, Art Larson

Absent:

Primary – Chad Majer, John Nguyen-Cleary, William Scheffler

Alternate – Patrick Goyarts, Don Christiansen, Terence Green, Thierry Ibri, Matthew Reese, Erin Nell, Angela O’Hara, Nora Jimenez George, Marissa Steketee, Kevin Sabellico, William Fowler

APPROVAL OF MINUTES:

Motion by Jeff Segall, seconded by Scott White, to approve the Feb. 23, 2023 minutes as amended.

PUBLIC COMMENTS:

There were no public comments.

WELCOME AND INTRODUCTIONS:

The meeting opened with a welcome to attendees from Committee Chair Eric Larson. Facilitator Susan Harden reviewed the meeting agenda, the committee’s purpose, process, charter, and next steps. Chair Eric Larson noted that final decisions will be taking place on the report at the meeting. He noted many committee comments had been received up to and including the date of the meeting. He asked the committee to address their submitted recommendations for discussion during the page-by-page review of the report, at the appropriate time. Chair Larson discussed the process for reconsidering any action previously voted on by the committee, noting that a “motion to reconsider” must be made by a member of the majority vote.

COMMITTEE BUSINESS

- **Review Draft Committee Report.** The committee report was reviewed page by page, with the following discussion and comments:
 - During the Page 6 discussion, a suggestion was presented for leading the report with an executive summary that should highlight actions taken by the committee.
 - By consensus, the committee agreed with including an executive summary.

- Further comment that the Executive Summary should be at the beginning of the document.
- Proposed text regarding the financial aspects of the Growth Management Program that had been submitted by a committee member for inclusion in the Executive Summary is read to the committee.
- Suggestion to reference the future necessary nexus studies for the Growth Management Program recommendations – suggested language: We understand that there are implications to having these fees and we trust City Council will study this fully before implementing.
 - Comment that some language exists later in the report, under Next Steps, regarding nexus studies, and perhaps the comments on the financial impacts of the committee’s recommendations can be incorporated into existing sections of the report, i.e. “Planning for the Future” and “Next Steps”.
 - The committee had no objection to the concept of including text regarding the financial implications of the committee’s recommendations being included in the report.
 - Comment that the nexus study language in the Next Steps section should be brought up somewhere in the front of the report.
- Comment that “New development cannot be required to pay for existing deficiencies” (on page 40) needs to be included and bold in the Executive Summary text.
- **Page 6 (History):**
 - Request that a graph or table of the population be included in the “History” section to provide a frame of reference for the reader of the population at the time of the original Growth Management Program.
 - Should include what the population was, how it has changed over the years, and projections for future growth.
- Comment that it should be noted in the report that the committee removed standards and, therefore, the fees associated with those standards. (Fees, Next Steps section). Eric Lardy noted that applicable fees will still be collected by city.
- Comment that the housing projection of 3,900 units is fluid and it needs to be emphasized that the committee’s recommendations are based on a number that could change in the future.
- **Page 5 (Introduction):**
 - Request that the full mission of the committee be stated in the Introduction of the report.
 - It was noted that text is included on page 17.
 - There was no objection to having the full mission and purpose in the Introduction.
- **Page 6 (History):**
 - Request made to change “mostly built” to “95% built” or some numeric percentage in the first sentence of the fourth paragraph to show the committee is only addressing 5% growth.
- Further discussion on the unknown number of future housing units and the need for the report to be clear the committee is working off of a 3,900-unit assumption for this most recent period. Suggestion to address with new population chart.
- **Page 7:**
 - Typo in first paragraph - Growth **Manager** Program
 - Ampersand needs to be added to second bullet: A citywide facilities & improvements plan
- **Page 8 (Local Facilities Improvements Plan):**
 - Title should include ampersand: Local Facilities **&** Improvements Plan
 - Request made that the map on page 8 be included as a full page.
 - Comment that the title should be Local Facilities **Management** Plans

- **Page 11:**
 - Recommendation that the last paragraph on the page be removed regarding success of the Growth Management Program as it's self-serving.
 - By consensus, committee did not agree with removal of the paragraph.
- **Page 15:**
 - Third asterisk needed after Eric Larson's name.
- **Page 16:**
 - Comment that the paragraph on the Senior Commission members is not accurate, and the consensus was to respectfully include the reason the seat was vacated – i.e. due to the passing of Patricia Mehan.
- **Page 19:**
 - A committee member read suggested text for inclusion in the "Work Product" paragraph regarding topics that were considered and ultimately not included in the Growth Management Program.
 - There was discussion regarding whether it belonged in the Work Product paragraph or later in the report under recommendations.
 - Further discussion suggested such text made the report confusing and the report does not need to include everything the committee considered over the course of the year.
 - Comment that everything the committee discussed is included in the appendices documents; it does not need to be restated in the report and would make it cumbersome.
 - Discussion in support of including the topics discussed that didn't make it in the report:
 - Concern that leaving out mention of all topics considered would make it seem like the committee overlooked topics that should have been considered.
 - Comment that the topics should be included in the work product paragraph and referenced in the executive summary so the report is holistic and complete.
 - Comment to include "existing or new" after key elements in the work product paragraph.
- Table of contents should include the appendices or quality of life memo. It should be inclusive.
 - Comment that the topics the committee discussed that didn't rise to the level of a performance standard should be included in text and/or appendices.
 - Suggestion that the place to include the topics discussed that didn't become standards is page 26, under performance standard recommendations.
 - Comment that the quality of life memo needs to be mentioned in the work product paragraph, as the report is not the only work product of the committee.
 - Comment that the report does not need to explain the committee's decisions to the extent being requested.
 - Further discussion that without explaining in the report the topics that were considered outside of the existing 11 standards, to the reader it looks like the committee only considered the 11 existing standards. The concern expressed being the City Council would not be reviewing the appendices or watching the recordings of the meetings to find out what other topics were considered.
 - Comment that the actual topics considered could be in the recommendation section, but the three elements considered by the committee – the 11 existing

standards, topics outside of the 11 existing standards, and the quality of life memo should all be mentioned in the work product section.

- The actual topics outside of the 11 existing standards could be mentioned in the performance standard recommendations section.
 - A simple table was requested on the topics considered and the decisions made, for inclusion after the topics that did rise to the level of a performance standard. This way, someone looking at the list of meeting dates and topics can see that it was discussed but didn't rise to the performance standard level.
 - Comment that on Page 26 the "Other quality of life considerations" paragraph could be changed to "Other considerations" and both the topics considered and the topics included in the quality of life memo could be referenced.
 - Request that references be included in the report to tell the reader where to look for the item being referenced – i.e. quality of life memo (see page XX)
 - By consensus, the committee agrees to adding text to the "Work Product" paragraph regarding the quality of life topics and the topics considered outside of the existing performance standards.
- **Page 20:**
 - Last bullet on Page 20 should read: Committee chooses the name Carlsbad Tomorrow Growth Management Committee.
 - **Page 25:**
 - Remove last bullet in March 23, 2023 box. "Committee work concludes."
 - **Page 26:**
 - Comment that everything leading up to Page 26 is preamble. Except for the executive summary, consider moving everything else to the end of the report.
 - Suggestion to have staff review pieces that could be moved to the end of the report, such as the meeting list.
 - Recommendation made to include the committee's recommendations on the existing standards, using the existing format in the draft report (the four sections), followed by "Additional Recommendations" and include the topics the committee voted to include in the quality of life memo.
 - This makes the committee's work product a clean, single report.
 - It was noted this approach would be consistent with the committee's charter to deliver a report with key elements of a new plan.
 - Comment made that if the quality of life topics are included in the committee report, they may not be looked at by the City Council for 1 to 3 years.
 - Comment that the quality of life topics are not growth related and that's why they were moved to a separate document.
 - Comment that the quality of life topics should be pushed forward ahead of the Growth Management Program as some of them are timely and need to be looked at now.
 - Comment that it doesn't make sense to include the topics in two places – i.e. mobility, open space and parks being performance standards in the committee report and included with a separate set of recommendations in the quality of life memo.
 - Comment that having the quality of life recommendations in the main report makes them more important than being in a separate document/memorandum.
 - Request to hear additional feedback on whether the quality of life topics would be more visible and drive more actionability if they were separate from the committee report.
 - Comment in agreement with the quality of life topics getting lost if they're included in the committee report.

- Opinion presented that the committee report and quality of life topics should remain separate but be presented at the same time to the City Council.
- Comment in support of including everything in one document and let City Council decide how they want to prioritize.
- Comment that the year-long process of the committee to determine topics for inclusion in the quality of life report or as a performance standard is being undermined by now considering combining all topics and decisions into one document.
- Suggestion to put everything into the report and separately submit a memo to the City Council.
- Comment that the committee was convened to address the Growth Management Program. The quality of life topics are outside of growth management and therefore should not be included in the Growth Management Program.
- Discussion on referencing the quality of life topics that are growth related and/or are performance standard recommendations in the committee report so that the topic appears in both places, rather than having every quality of life topic referenced or included in the committee report.
- Comment in favor of including the quality of life topics in the committee report as the committee's charge included considering the quality of life in Carlsbad and also submitting a quality of life memo to City Council.
 - There should be a reference in the report that the committee believes the quality of life topics can be addressed sooner than the Growth Management Program and that the topics rise to the occasion to give them to the City Council outside of the committee report for more timely action.
- Comment that both the Growth Management report and the quality of life document are the committee's work product. They should be one document that the City Council and public can review to see what the committee produced after a year.
- Discussion regarding including the quality of life topics in the committee report, clearly distinguishing the difference between the recommendations for performance standards and the quality of life topics, and also having a separate quality of life document to send to the City Council.
- Suggestion to add existing or 1986 to the first sentence under the Performance standards heading.
- **Page 27:**
 - Suggestion to add sub-heading indicating pages 27-28 are summaries of the recommendations.
- **Page 29 (Libraries):**
 - Comment to revise "Existing standard" header to make it clear that it's both the existing standard **and** the recommended standard.
 - Suggestion to use "Keep existing standard" or "Modify existing standard"
 - Suggestion to note in parentheses either existing or modified
 - Comment that using the year (1986) should be avoided and use "existing" or "current" standard.
 - Requested the reference to the Dove Library square footage note that it includes the Schulman Auditorium and the Cannon Art Gallery.
- **Page 30 (Parks):**
 - By consensus, the committee agreed to include the following alternate text, submitted by a committee member via email, to the "Other considerations" section:
 - Some committee members preferred a citywide standard of 4 acres per 1,000 population, excluding acreage inaccessible to humans, and/or

restricting the acreage of Veterans Memorial Park to the northwest quadrant given its reduced scope. In the end, the majority voted to retain the existing standard. To address the access to parks, a majority of the committee also voted to request that City Council direct staff to evaluate the feasibility of a standard based upon a distance measure to any publicly accessible park.

- Comment that the “Other considerations” text needs to be clear that the committee did not vote to adopt the “other considerations”.
- Further comment that the “considerations” heading should be changed to reflect the wording in the committee’s charter. Additional comment the heading should be changed throughout the document for consistency. Staff provided documentation that the charter called for “Alternative perspectives.”
 - Specific to the Parks Standard, the additional recommendation is to evaluate the entire city for the feasibility of implementing a distance-based standard (fee) **on new development**.
- Recommendation reiterated that the current discussion is why it’s important to have both the quality of life recommendations and the Growth Management performance standard recommendations in one document, as it is confusing to have recommendations on the same topic in two separate documents.
- Repeat recommendation to include in either, or both, the cover letter and executive summary, that both documents/all topics being recommended by the committee were deemed important to the quality of life in Carlsbad, but not all rose to a performance standard level.
- Comment that the discussion points in the direction that “the struggle” the committee had regarding performance standards and quality of life topics will be documented in multiple places in the report(s).
- **Page 29 (Library Standard):**
 - Question posed if additional text should be considered under the “Alternative perspective” section of the Library Standard to note the committee considered carving our Arts & Culture as a separate standard but ultimately decided against doing so.
 - Comment that the alternative perspective section is for the minority opinion, which was not the case on Arts & Culture. The committee was close to unanimous that the topic rose to the level of inclusion in the quality of life memo.
- **Page 31 (Parks Standard):**
 - Requested clarifying language be included on the chart – specifying that the 399.7 number assumes ultimate build out population of XXX or some language noting that the number is subject to change. “Park acreage required by standard at expected city buildout.”
 - Requested clarifying language (asterisk or footnote) on the chart, noting that per City Council, although Veterans Memorial Park resides in the northwest quadrant, 90 acres is allocated to each of the four quadrants.
- **Page 30 (Parks Standard):**
 - Further discussion on including language that the “additional recommendation” language includes “for new development/construction”
 - It was noted that the text represents what the committee voted on and approved.
- **Page 32 (Open Space):**
 - Suggested alternate text, submitted by a committee member via email, was read to the committee for the “Other considerations” (Alternative perspectives) section:
 - When growth management was first implemented, several Zones were exempted from the open space standard based on their 1986 planning and

development status. Because planning changes and re-development have and likely will continue to alter the status in the exempt zones over time, some committee members preferred to look at ways to reverse the exemptions, apply a citywide standard, and/or look into linkage fees. The majority of the members preferred to keep the spirit of the original standard in place.

- Request that text be added to the second bullet under “Proposed new standard” that says “... are exempted from this 15% open space requirement **based on their 1986 planning and development status**, pursuant to ...”
- Request to not strike the last part of the last sentence in the “Other considerations” (Alternative perspectives) section proposed earlier because the committee did recommend augmenting the current standard with a statement regarding open space policies that apply to all zones.
 - That part of the sentence was struck because the additional language does not augment the performance standard it restates city policy on development standards.
 - Further comment that removing that part of the sentence does not accurately capture the intent of the committee’s decision.
 - Suggestion to modify the last sentence to read: The majority of the members preferred to keep the spirit of the original standard in place because they felt that existing development standards were sufficient.
 - Another suggestion to modify the last sentence to read: The majority of the members preferred to keep the spirit of the original standard in place with additional language regarding open space policies.
 - Comment that the language about keeping the original standard in place is contradictory to the first bullet and the vote of the committee.
 - Staff will provide language to call out the concept without using the word “augment” or saying the standard is being left in place.
- **Page 33:**
 - Requested the Local Facility Management Zones map be included here again.
 - Question asked if a reference back to the page with map would suffice.
 - Comment that the references to 15% are misleading
 - Suggestion to strike the reference to 15% in the rationale
 - If a table is being included in the Status section showing the zones meeting the 15% open space standard, the 15% should be included, not the 40%
 - The 15% is taken after the non-developable land is subtracted out and that is not reflected in the table.
 - In the absence of data being presented to the committee by staff that shows the actual open space percentages of environmentally constrained non-developable land, all references in the committee report should be struck.
 - Recommendation to strike the second bullet in the Rationale section and the entire Status section. Or the Status section should read: According to staff, the city is meeting the standard in the non-exempt zones.
 - Noted that the first sentence can be left in the second bullet but strike the second sentence that quantifies the first sentence.
 - Opposition presented to removing the table. Comment to leave the table but include additional text clarifying what the table represents.
 - Suggestion to strike the second sentence in the second bullet under Rationale and have staff come back with text for the chart that defines what the chart represents.

- Text needs to be included that the table is not stating that every zone meets the 15% Growth Management standard, with a clarification around “environmentally constrained non-developable land.”
 - Comment that the table should include a column showing the amount of constrained open space.
 - Requested to add a column to the table showing the 15% in each zone.
 - Staff indicated such a column is not possible because the data lives within each of the non-exempt Local Facility Management Zones, staff does not have the ability to electronically recreate that information and put it in a table.
 - Recommendation to keep the table and retitle it for transparency to show what the table is representing.
- **Page 34 (Mobility Standard):**
 - Question on traffic impacts being mentioned in the Mobility Standard. Comment that new housing (development) gets blamed for traffic impacts when most of the issues is from visitors or passthrough traffic.
 - Recommendation to change “could” to “should” in the last sentence of the fourth bullet under Rationale section.
 - Suggestion made to say, “can be” rather than “could”.
 - Under status, suggested adding: “The committee was not able to view Multimodal Level of Service analysis to inform non-vehicle based performance standard possibilities” after “The Multimodal Level of Service analysis continues to be developed with the Traffic & Mobility Commission.”
 - Request to weave the quality of life recommendations the committee voted on into the Mobility Standard page, making it clear the difference between the standard being recommended and the quality of life recommendations.
 - Further discussion took place regarding bringing the Mobility quality of life recommendations into the committee report. The recommendation was made to have that discussion when the committee reviews the quality of life memo.
 - Another comment was made to add a reference to the Mobility quality of life recommendations on the Mobility page of the committee report.
 - **Page 39:**
 - There was discussion surrounding the removal of the Fire Standard and the need to expand upon the reasoning behind its removal without quoting the Carlsbad Fire Chief.
 - Comment that “Other considerations/alternative perspectives” heading under the Fire Standard needs to be retitled as the text is not an alternative perspective or minority perspective. Possibly change to, “Related considerations.”
 - Comment that the rationale should include that both Fire and Police have their own, ever evolving, standards that they use to measure performance.
 - Suggested language: “The committee found, given input from the Fire Department, and discussion that the standard did not keep pace with Fire Standard metrics.”
 - State that the city will meet its safety standards but a performance standard in the Growth Management Program is not the methodology being used.
 - Comment that it should be noted that the committee considered a Public Safety standard also, but after input from the Fire and Police Chiefs, understood that the departments used advanced tools not pertaining to growth to meet their safety standards.
 - Requested a stronger rationale for removing the Schools Standard.
 - Strengthen second bullet under rationale to make it clear the city has no jurisdiction on schools.

- Comment that it's important to have solid and robust rationale behind all of the standards being removed as the public doesn't have the context that the committee had when making the decisions.
- Requested the rationale state that schools do need provide a compliance form to the city and that there are fees paid on a per unit basis set by the school district.
- **Page 40:**
 - Last sentence on page should be bold.
 - Request for committee name to be used consistently throughout all documents = Carlsbad Tomorrow Growth Management Citizens Committee.
- **Page 40:**
 - Request to strike the Funding Models section and put it in the appendix as it was informational material provided to the committee at their request and not part of the committee's recommendations.
 - Suggestion to add clarifying language under Funding Models that the first sentence was regarding the original Growth Management Plan and that the committee discussed other funding mechanisms beyond impact fees to address the shifts being seen in development.
 - Suggestion to: Add preamble verbiage repeating that the impacts to the costs and financing mechanisms associated with the standards recommended beginning on page 26 the committee felt were not the purview of the committee, and that if the City Council wanted such data, that they would have to instruct the staff to evaluate such costs and impacts.
- Comment that developer fees are not only charged to residential development and it should be clear that commercial developers pay their share too.
 - Staff noted the mention of "commercial, industrial, recreational" on Page 7.
 - Staff will look for opportunities to add to the document that hotels, office buildings and commercial developments do pay impact fees.
- **Review Draft Quality of Life Recommendations.** The quality of life recommendations were reviewed with the following discussion and comments:
 - The process for submitting both documents to the City Council was discussed.
 - Recommendation that the two documents are separate agenda items when presented to the City Council.
 - Further discussion on the decision to both include the quality of life recommendations in the committee report and submit the memo separately to the City Council.
 - The committee discussed the following regarding the name of the quality of life recommendations:
 - Comment that the title should indicate the immediacy of the quality of life recommendations
 - Discussion on the quality of life recommendation document's name was halted and it was decided that the document contents would be reviewed and the name revisited after the review.
 - Comment that the first two pages of text in the quality of life recommendations is unnecessary. Key statement is, "This memorandum identifies the committee's recommendations to the City Council on important topics that affect Carlsbad's quality of life but are not recommended to be included as standards in a growth management program (Attachment A)."
 - Request to accentuate that the topics were the focus of significant discussion and that the committee either voted to not raise them to the level of performance standards or couldn't connect them to growth.
 - Discussion on adopting the language in the draft quality of life recommendations for Arts & Culture.

- Discussion on including Performing Arts with Arts & Culture.
 - By consensus, the committee agreed to add the following text as a third bullet under Arts & Culture: “The committee requests the City Council prioritize future discussions and dialogue about a new community gathering place and 750 seat cultural arts center for the Carlsbad community. Carlsbad is a diverse community and as such we need to celebrate the diversity through performing arts.”
- Carlsbad Energy Advisory Group:
 - Requested the last sub-bullet be changed from “Battery storage” to “Energy storage”
 - Requested a bullet be added for “Energy cost and sources”
- Fees:
 - A request was made to define how often impact fees will be evaluated instead of the ambiguous “regular basis”
 - By consensus, the committee agreed on changing language to, “no more than five years.”
- Open Space:
 - By consensus, the committee agreed to revise the second bullet to read: “Additionally, the committee recommends that the City Council add the topic of open space to the purview of the Parks & Recreation Commission or a separate citizen committee to address open space needs throughout the city, updating the list of candidate properties for proactive open space acquisition and by developing a plan that prioritizes zones with less unconstrained open space or that are subject to loss due to sea level rise.”
 - The committee wanted to eliminate the reference to “or a separate citizen committee” statement as the consensus was the committee wanted City Council to put the open space topic under the purview of the Parks & Recreation Commission.
 - By consensus, the committee agreed on using the revised text without reference to a separate citizens committee.
 - By consensus, the committee agreed to add a bullet that reads: “Adopt a policy that discourages exceptions to development standards that would decrease open space.”
- Proposition H:
 - By consensus the committee agrees to include the \$1 million dollar threshold in the language.
- Seniors/Aging Community:
 - Comment that this topic, as well as the Homelessness topic, does not add any value to the document.
- Transportation and Mobility:
 - There was a request to add the following language: “Adopt a policy that discourages land use changes that allow developers to convert planned commercial/mixed use to residential uses that increase vehicle miles traveled.”
 - Staff indicates there are policies in place that address zoning.
 - By consensus, the committee declined to include the suggested text in the Transportation and Mobility recommendation.
 - By consensus, the committee agreed to add the following language: “Complete the city’s typology-based street network, as described in the General Plan Mobility Element.”
- Linear Park: The committee discussed the following regarding a request submitted by a committee member to include a recommendation to City Council regarding the concept of a linear park in the Ponto area.

- Comment on the safety of a linear park in that area given recent lane reductions on Pacific Coast Highway.
- Comment that if the committee makes a recommendation on a specific park project it could be viewed negatively by the significant number of community members who have commented in support of a park at Ponto.
- Comment that the linear park would serve more than one neighborhood in the city and provide walking trails, bike paths and open space.
- Comment supporting including some type of statement in response to the volume of public comments regarding a park in the southwest quadrant without being prescriptive of a specific project, i.e. recommending “a solution” instead of “a linear park” or “a Ponto park”.
- Comment that it had been discussed multiple times that it is not within the committee’s purview to recommend specific projects.
- Concern expressed that it is contradictory to include recommendations for additional/specific park projects when the committee recommended no change to the Parks Standard.
- Comment that it would make the committee look bad to include a statement in support of a linear park when all along the committee has said it can’t talk about individual parks, but at the end of the process, when no members of the public are present, the committee endorses a park that would effectively replace Ponto park.
- Comment that recommending specific park projects is not the committee’s mandate.
- Suggestion to include a generic statement about the beaches and beach access being important to the Carlsbad community.
- Through discussion, the decision was made for committee members to suggest wording that is not specific to individual projects, but conveys the importance of some type of coastal park in the southwest quadrant.
- Recommendation to carry the one remaining new quality of life recommendation regarding public beaches and public facilities, and the decision on the title of the quality of life recommendation document, to the April 20 meeting.

DISCUSSION ITEMS:

- None.

COMMITTEE MEMBER REQUESTS FOR FUTURE AGENDA ITEMS:

- No future agenda items were brought forth by the committee.

PUBLIC COMMENT:

- None.

ADJOURNMENT:

Chair Eric Larson adjourned the duly noticed meeting at 9:08 p.m.



GROWTH MANAGEMENT CITIZENS COMMITTEE

Staff Report

Meeting Date: April 20, 2023

To: Growth Management Citizens Committee

Staff Contact: Eric Lardy, City Planner
Eric.Lardy@carlsbadca.gov

Sarah Lemons, Communication & Engagement
Sarah.Lemons@carlsbadca.gov

Subject Committee Business

Recommended Action

Discuss the following topics:

- **Quality of Life Topic: beach access and public access.** Review and discuss proposed language from committee members for inclusion in the quality of life recommendations, including appropriate title for the document. Updated quality of life recommendations available [HERE](#).
- **Review Draft Committee Report.** Review and discuss the final draft committee report on the recommendations for a new plan to manage growth in the future. Address requested committee edits. Take a vote on approval of the report. Report available [HERE](#).

Fiscal Analysis

This action has no fiscal impact.

Environmental Evaluation

In keeping with California Public Resources Code Section 21065, this action does not constitute a “project” within the meaning of the California Environmental Quality Act in that it has no potential to cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. Therefore, it does not require environmental review.

Public Notification and Outreach

This item was noticed in keeping with the Ralph M. Brown Act and it was available for public viewing and review at least 72 hours before the scheduled meeting date.

Carlsbad TOMORROW

Growth Management Citizens Committee



[DOCUMENT TITLE]
APRIL 2023

[Document Title]
April 20, 2023

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Introduction

In March 2022, the City Council established the Carlsbad Tomorrow: Growth Management Citizens Committee with the mission to “...promote balanced consideration of a range of perspectives on issues affecting the future growth and quality of life in Carlsbad and to identify the key elements of a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life while also complying with state law.”

The City Council formed the committee on March 8, 2022. During the committee’s conversations and deliberations through a series of 15 meetings from March 2022 to April 2023, the committee decided on recommendations for key elements of a new plan to manage growth (provided in a separate report to the City Council). The committee also identified topics that are of importance to Carlsbad’s quality of life but are not recommended to be included as standards in a growth management program (Attachment A). The committee recommends that the City Council consider these quality of life topics in decisions that affect the future of Carlsbad.

This [document] reflects the committee’s recommendations, developed based on consensus, to the City Council on important topics that affect Carlsbad’s quality-of-life but are not recommended to be included as standards in a growth management program.

MEMORANDUM

~~March 23, 2023~~

To: ~~Honorable Mayor Blackburn and Members of the City Council~~
From: ~~Carlsbad Tomorrow: Citizens Committee on Growth Management~~
Via: ~~Eric Lardy, City Planner~~
Re: **Recommendations related to quality of life and city operations raised during the Carlsbad Tomorrow Committee process**

~~In March 2022, the City Council established the Carlsbad Tomorrow: Growth Management Citizens Committee with the mission to “...promote balanced consideration of a range of perspectives on issues affecting the future growth and quality of life in Carlsbad and to identify the key elements of a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life while also complying with state law.”~~

~~This memorandum identifies the committee’s recommendations to the City Council on important topics that affect Carlsbad’s quality of life but are not recommended to be included as standards in a growth management program (Attachment A).~~

Background

In 1986 the Carlsbad City Council passed a growth management ordinance and the Carlsbad Voters passed Proposition E, which affirmed the growth management program and established caps on the number of housing units that could be built in Carlsbad. A key component of the program is that public facilities are required to be provided concurrent with and funded by development. The program also included provisions that created a moratorium on development if the standards were not met. This program was successfully implemented for approximately 30 years.

Recent changes to state law have resulted in changes to some of the original requirements of the program, specifically that the dwelling unit caps and moratorium provisions are no longer enforceable. In 2017 the California Legislature passed Senate Bill (SB) 166, known as the No Net Loss Law, which requires local jurisdictions to ensure that their Housing Element inventories can accommodate, at all times throughout the planning period, their remaining unmet share of the regional housing need. In 2019, the legislature passed SB 330, the Housing Crisis Act of 2019, which prohibits local jurisdictions from imposing moratoriums on housing development and using residential housing caps or other limits to regulate the number of housing units built within a jurisdiction. The City Council passed resolutions that suspended portions of the growth management program in 2020 and 2021.

Discussion

Considering these changes in state law and required actions, a City Council goal for fiscal year 2021-2022 was to “engage the community through a citizens committee to create a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life.” The City Council approved a charter for the Growth Management Plan Advisory Committee on Sept. 28, 2021. The committee is comprised of 19 primary and 19 alternate members; 9 of which are selected by the boards and commissions that advise the city on a variety of related topics. The remaining 10 members and alternates represent the four City Council districts and the city at-large.

The charter for the committee states that, “The committee’s work will conclude with a committee-supported report recommending to the City Council the key elements of what should be included in a new plan to manage growth and achieve an excellent quality of life while maintaining compliance with state law.”

The City Council formed the committee on March 8, 2022. During the committee’s conversations and deliberations through a series of 15 meetings from March 2022 to April 2023, the committee decided on recommendations for new standards that would be included in a “plan to manage growth” (provided in a separate report to the City Council). The committee also identified topics that are of importance to Carlsbad’s quality of life but are not recommended to be included as standards in a growth management plan (Attachment A). The committee recommends that the City Council consider these quality of life topics in decisions that affect the future of Carlsbad.

Next Steps

[Document Title]

April 20, 2023

~~City staff will continue to implement the FY 2022-23 Operating Budget, Strategic Digital Transformation Investment Program, and Capital Improvement Program, Future Operational Plans, and any other plans and programs adopted by the City Council. City Staff will also implement any additional direction received.~~

~~Attachments: A. Quality of Life Statements~~

~~cc: Scott Chadwick, City Manager
Cindie McMahon, City Attorney
Ron Kemp, Senior Assistant City Attorney~~

[DOCUMENT TITLE] ~~QUALITY OF LIFE STATEMENTS~~

The committee recommends the City Council consider the following ~~statements~~ [\[statements/comments/title\]](#) on topics that are not directly associated with a growth management standard but are tied to the quality of life within the city.

ARTS AND CULTURE (PROPOSED)

- ▶ The arts are fundamentally intertwined with the City of Carlsbad’s quality of life as they give the city a defining character and create a sense of place through aesthetics and culturally enriching programs and events for all residents. A culturally thriving community is directly related to economic growth; hence, the arts should be given higher priority by the City Council in the Strategic Plan and Operating Budget.
 - ▶ [The Committee believed that a 750-seat cultural performing arts center would enhance the quality of life in Carlsbad and believed serious consideration should be given by the City Council to incorporate this in either the plans for a new city hall complex or to look at other potential appropriate locations in the city to construct such a facility.](#)
 - ▶ For more information about the committee's discussion on arts and culture, see the committee’s minutes for meetings held on Nov. 30, 2022, ~~and~~ Jan. 26, 2023, [and March 23, 2023](#). Additionally, the [City of Carlsbad Arts & Culture Master Plan](#) and the [City of Carlsbad Library & Cultural Arts programs and services](#) have information on existing programs.
-

CARLSBAD ENERGY ADVISORY GROUP

- ▶ The committee recommended [ed the creation of](#) a group of 5-7 citizens charged with providing the Mayor and City Council with an annual summary of all energy-related activities impacting the city’s residents and businesses. Topics included [d](#) but are not limited to:
 - Electric commodity providers
 - Energy reliability and safety
 - SDG&E ~~u~~ndergrounding programs
 - Carlsbad’s peaker-style power plant operations
 - Renewable energy production (new solar installations, quantity of energy produced, new technological advancements)
 - Feasibility of microgrids
 - ~~Battery~~ [Energy](#) storage
 - [Energy cost and sources](#)

- ▶ See the committee's minutes for meeting held on Feb. 23, 2023.

FEES

- ▶ The committee recommends the city evaluate all public facility impact fees on a regular basis ([no more than every five years](#)) and update as needed. See the committee's minutes for meeting held on Dec. 15, 2022.

HOMELESSNESS

- ▶ Homelessness is an important issue that impacts the quality of life for the residents of Carlsbad and should remain a priority for the City Council in the Strategic Plan and Operating Budget. The committee recognizes the complex challenges of addressing the impacts of homelessness and supports the continued efforts of the city's Homeless Outreach Team and affordable housing programs, as well as the [Homelessness Action Plan](#).
- ▶ See the committee's minutes for the meeting held on Oct. 12, 2022.

OPEN SPACE

- ▶ The committee has made a recommendation to modify the existing Growth Management Open Space Standard (provided in a separate report).
- ▶ Additionally, the committee recommends that the City Council ~~add~~ [elevate](#) the topic of open space [by adding it](#) to the purview of the Parks & Recreation Commission to address open space needs throughout the city; ~~including, address potential open space deficits and evaluate opportunities to acquire more open space~~ [updating the list of candidate properties for proactive open space acquisition and by developing a plan that prioritizes zones with less unconstrained open space or that are subject to loss due to sea level rise.](#)
- ▶ [Adopt a policy that discourages exceptions to development standards that would decrease open space.](#)
- ▶ See the committee's minutes for meetings held on Sept. 22, 2022, Jan. 11, 2023, ~~and~~ Feb. 23, 2023, [and March 23, 2023.](#)

PROPOSITION H

- ▶ During committee deliberation it was discussed that Proposition H, as implemented by [Carlsbad Municipal Code Chapter 1.24](#), has not been updated since it was passed by voters in the 1980s. [The committee recommended the City Council](#) ~~and it may be time to consider~~ a ballot measure increasing the expenditure limit due to increased project costs, and indexing it to something like the Consumer Price Index so it can increase over time.
- ▶ Additionally, the committee recommended the city set aside funding for public safety capital improvement projects, such as fire stations, and specify in a future ballot measure that certain types of projects don't require voter approval to exceed the spending limit ([\\$1 million](#)).
- ▶ See the committee's minutes for meetings held on Oct. 12, 2022, and Jan. 26, 2023.

SENIORS / AGING COMMUNITY

- ▶ The quality of life and needs of Carlsbad's senior community and aging population is important. -The committee recognizedds and supporteds the city's continued efforts to ensure the needs of seniors are met, such as through the [City of Carlsbad Age-Friendly Action Plan](#), [City of Carlsbad Parks & Recreation Department senior programs and Senior Center](#) and the [City of Carlsbad Senior Commission](#).
 - ▶ Carlsbad's senior community and aging population should remain a priority for the City Council in the Strategic Plan and Operating Budget.
 - ▶ See the committee's minutes for the meeting held on Oct. 12, 2022.
-

TRANSPORTATION AND MOBILITY

- ▶ The committee has made a recommendation to retain the existing Growth Management Circulation (Mobility) Standard (provided in a separate report).
- ▶ Additionally, on Jan. 26, 2023, the committee by consensus recommended that a statement be added to this quality-of-life document to recommend that the city:
 - Utilize [Leverage](#) the [Sustainable Mobility Plan](#) and Multimodal Transportation Impact Fee to implement future multimodal transportation projects that provide the greatest benefit to the community;
 - Review of current facilities,
 - Relationship between existing traffic operations, changing commute patterns, regional traffic volume growth, traffic safety and new disruptive trends in mobility technologies, and
 - Development of standards and a fee structure for private development to provide a fair share to partially fund the buildout of the city's multimodal transportation network.
 - Require new development to conduct intersection Level of Service and Multimodal Level-of-Service analysis to determine direct project impacts in accordance with the city's Local Mobility Analysis Guidelines.
 - [Complete the city's typology-based street network, as described in the General Plan Mobility Element.](#)
 - Update the Multimodal Transportation Impact Fee and include Local Mobility Assessment with Level of Service for all modes.
 - Improve traffic signal synchronization to improve vehicle mobility and reduce the potential environmental impacts from vehicle emissions related to the stop-and-go and idling at intersections.
- ▶ See the committee's minutes for meetings held on July 28, 2022, Aug. 25, 2022, Dec. 15, 2022, ~~and~~ Jan. 26, 2023, [and March 23, 2023.](#)

Carlsbad TOMORROW

Growth Management Citizens Committee



DRAFT REPORT
APRIL 2023

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Appendices

1. Committee reference materials
2. Committee meeting materials
3. Public comments
4. Resource documents (city plans and policies)
5. Website resources

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Executive summary

Ideally situated in north San Diego County, Carlsbad residents enjoy a great climate, beautiful beaches and lagoons and abundant natural open spaces. A thriving and diverse business community, well-planned neighborhoods and infrastructure that has kept pace with development all speak to the city's high standards and excellent quality of life. The city's Growth Management Program has played an important role in providing services and regulating growth, which have helped preserve this quality of life.

The first step of a multi-year process to create a new approach to managing growth included the creation of the resident-led Carlsbad Tomorrow Growth Management Citizens Committee by the City Council. The committee met from March 2022 – April 2023 to review and identify key elements of a new plan to manage growth in a way that maintains excellent quality of life and ensures compliance with state laws.

The mission of the Carlsbad Tomorrow Growth Management Citizens Committee is to promote balanced consideration of a range of perspectives on issues affecting the future growth and quality of life in Carlsbad and to identify the key elements of a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life while also complying with state law.

Why now?

The City of Carlsbad's growth management program was created in the late 80s and is largely credited with maintaining the city's excellent quality of life, well-planned infrastructure and financial health over the past 35+ years.

- ▶ In recent years, new state laws have been passed that render some parts of the city's growth management program unenforceable, including putting a limit on how many new homes can be built in the city.
- ▶ The state laws are meant to address a critical statewide shortage of housing by making it more difficult for cities to deny new housing projects.

About the committee

Over the course of 15 meetings, the Carlsbad Tomorrow Growth Management Citizens Committee learned about and discussed each of the existing growth management program's 11 public facility "performance standards," along with other issues the group felt were important to maintaining Carlsbad's quality of life.

- ▶ Performance standards refer to the level of service for public facilities such as roads, sewer pipes, parks and libraries, that needs to be maintained to meet the needs of new residents and ensure Carlsbad's excellent quality of life.

- ▶ Under the current growth management program, developers either pay fees toward or build the infrastructure and amenities needed to maintain these standards based on the new residents who will live in their housing.

About this report

The purpose of this report is to communicate the committee's recommendations for City Council's consideration.

Recommended Growth Management standards

The committee is recommending removing standards related to fire stations, schools, and city administrative facilities because other plans are already in place to ensure the city's needs are met in the future. The committee recommends keeping standards for the following, which address:



Libraries



Parks



Open space



Traffic and mobility



Water distribution system



Sewer collection system



Drainage

The committee's specific recommendations for standards on each of these topics are addressed later in this report.

“Standards” are typically tied to development fees. The committee understood there are implications with fees and that **new development cannot be required to pay for existing deficiencies**. The next step is to complete technical nexus studies to determine how these standards can be maintained, at what cost, and what percentage could be paid for or provided by developers.

[TITLE TBD – accompanying document]

The committee also explored several issues that were ultimately deemed to be outside the scope of a Growth Management Program but important to the city’s future quality of life. A summary of these issues recommended for City Council’s consideration are detailed later in this report and include:

- | | | | |
|---|----------------------|---|-----------------------------|
|  | Arts and culture |  | Open space |
|  | Energy |  | Updates to Proposition H |
|  | Public facility fees |  | Seniors/aging community |
|  | Homelessness |  | Transportation and mobility |

History

In the 1980s, concerns about the pace of development took center stage, with debates over how and how much the city should grow. At that time, based on land use plans in place, Carlsbad would reach about 250,000 in population once all the major residential development was complete. To address concerns, the city worked with the community to craft an approach to managing growth, including housing caps, standards for public facilities and fees to ensure new growth paid its own way.

The ensuing years have validated this community-driven and developer-funded approach. Carlsbad's infrastructure has remained a top priority, with an expansive road network and a vast array of pipes and other infrastructure that have been well-planned and regularly maintained.

The city features over two dozen public parks, three public pools, nearly 70 miles of city trails, and three well-utilized libraries that foster life-long learning and community connection. Long a top concern, open space in Carlsbad has been preserved, even as the city approaches the upper limit of homes envisioned under the Growth Management Program.

Now, 37 years later, the large developable areas in Carlsbad are mostly built and the city is about 85% to 90% built out. The city's focus is shifting toward infill development and long-term maintenance needs. At the same time, new state laws to promote more affordable housing mean Carlsbad may no longer enforce the housing caps that had long been a key pillar of its growth management program. So instead of closing the book on new growth, Carlsbad finds itself entering a new chapter.

Moving forward, the hurdles of maintaining an excellent quality of life in Carlsbad will be different, but the goal remains the same. The city and the community will work together to retain those things that make Carlsbad so special, even as the city continues to welcome new residents in the future.

Growth Management Program

In 1984, Carlsbad's population increased by 9%, the largest increase for any city in San Diego County and the 10th largest in the state. At that time, the city was averaging about 2,000 new home building permits a year. As community concerns about growth increased, the City Council convened a citizens committee to help update its General Plan, which led to recommendations on how growth should be managed moving forward.

In 1985, the City Council issued a six-month moratorium on new development to allow time to create a comprehensive approach to managing growth. What later became known as the Growth Management Program consists of four main parts:

- ▶ A growth management ordinance
- ▶ A citywide facilities and improvements plan
- ▶ 11 facilities performance standards
- ▶ A ballot measure approved by voters

Growth management ordinance

In June 1986, the City Council approved an ordinance establishing a Growth Management Program for the City of Carlsbad, with the following goals:

- ▶ Provide quality housing opportunities for all economic sectors of the community
- ▶ Provide a balanced community with adequate commercial, industrial, recreational and open space areas to support the residential areas of the city
- ▶ Ensure that public facilities and improvements meeting city standards are available concurrent with the need created by new development
- ▶ Balance the housing needs of the region against the public service needs of Carlsbad residents and available fiscal and environmental resources
- ▶ Encourage infill development in urbanized areas before allowing extensions of public facilities and improvements to areas which have yet to be urbanized
- ▶ Ensure that all development is consistent with the Carlsbad general plan
- ▶ Prevent growth unless adequate public facilities and improvements are provided in a phased and logical fashion as required by the general plan
- ▶ Control of the timing and location of development by tying the pace of development to the provision of public facilities and improvements at the time

Citywide Facilities and Improvements Plan

The growth management ordinance also called for a citywide facilities and improvements plan, dubbed the “What, When and How” plan by the city’s planning director at the time. The plan spelled out what would be needed to maintain these standards as the city grew, when the improvements would be needed and how they would be paid for.

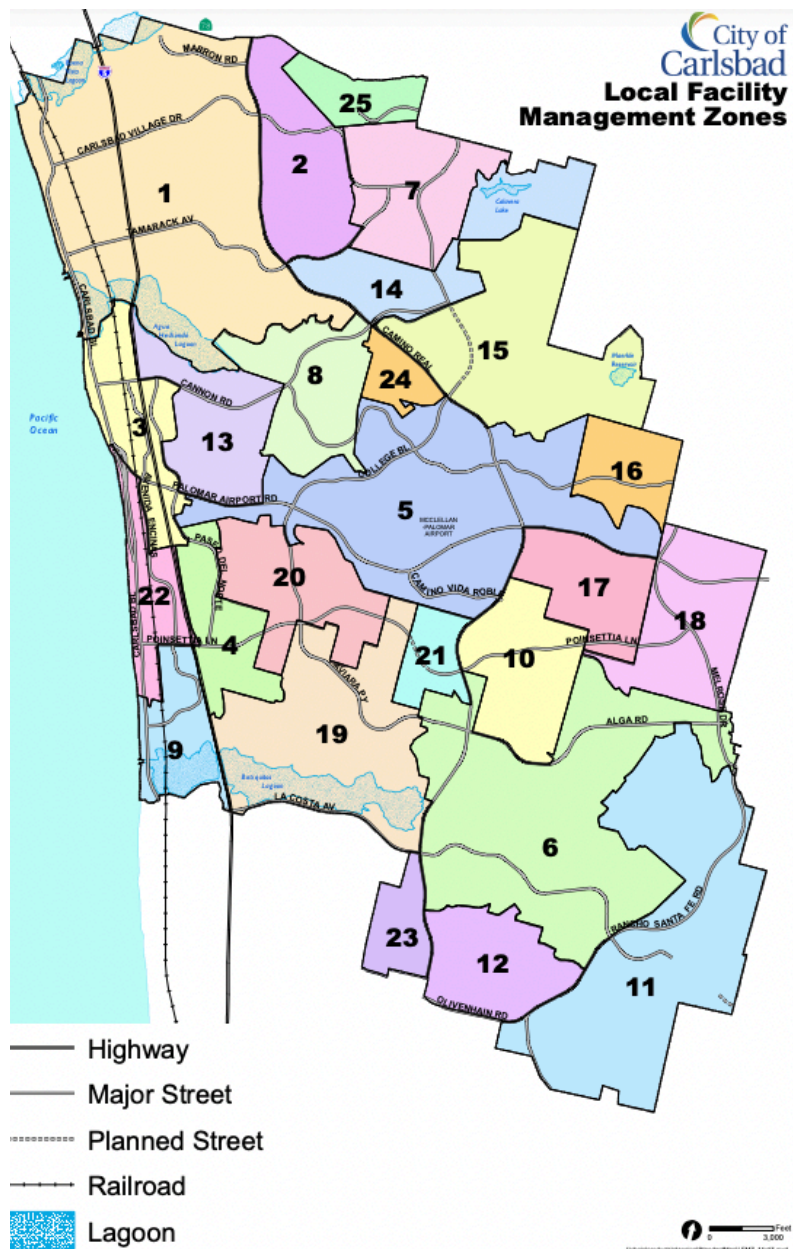
Local Facility Management Zones

Because different parts of Carlsbad would have different needs, the growth management ordinance also required the city to establish local zones based on the following criteria:

- ▶ Service areas or drainage basins
- ▶ Extent to which facilities or improvements are in place or available
- ▶ Ownership of property
- ▶ Boundaries of existing master plans
- ▶ Boundaries of pending master plans

- ▶ Boundaries of potential future master plan areas
- ▶ Boundaries of approved tentative maps
- ▶ Public facilities relationships, the relationship to the city's planned major road network
- ▶ Special district service territories
- ▶ Approved fire, drainage, sewer, or other facilities or improvement master plans

The city created 25 Local Facility Management Zones. Each zone was required to have its own Local Facilities Management Plan prior to any new development, describing how required public facilities would be provided, when they would be needed and how they would be funded.



Current standards

The growth management ordinance also required that the city develop minimum standards the following facilities would need to meet to maintain Carlsbad’s quality of life for all economic sectors of the Carlsbad community:



City administrative facilities

1,500 square feet per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.



Libraries

800 square feet per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.



Parks

Three acres of community park or special use area per 1,000 population within the park district must be scheduled for construction within a five-year period beginning from the time the need is first identified.



Open space

Fifteen percent of the total land area in the zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development.



Circulation (mobility)

Implement a comprehensive livable streets network that serves all users of the system – vehicles, pedestrians, bicycles and public transit. Maintain a Level of Service D or better for all modes that are subject to the Multi-Modal Level of Service standard, as identified in Table 3-1 of the General Plan Mobility Element, excluding Level of Service exempt intersections and streets approved by the City Council.



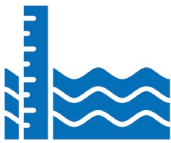
Fire response

No more than 1,500 dwelling units outside of a five-minute response time.



Schools

School capacity to meet projected enrollment within the zone as determined by the appropriate school district must be provided prior to projected occupancy.



Drainage

Drainage facilities must be provided as required by the city concurrent with development.



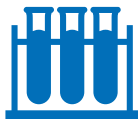
Water distribution system

Line capacity to meet demand as determined by the appropriate water district must be provided concurrent with development. A minimum 10-day average storage capacity must be provided prior to any development.



Sewer collection system

Trunk line capacity to meet demand as determined by the appropriate sewer district must be provided concurrent with development.



Wastewater treatment capacity

Sewer plant capacity is adequate for at least a five-year period.

Ballot measures

After the City Council adopted the growth management ordinance, a group of residents put an initiative on the November 1986 ballot that proposed to strictly limit new home development for 10 years. This was characterized at the time as the “no growth” approach, compared to the city’s “managed growth” strategy. The City of Carlsbad put forth a competing ballot measure that included three main parts:

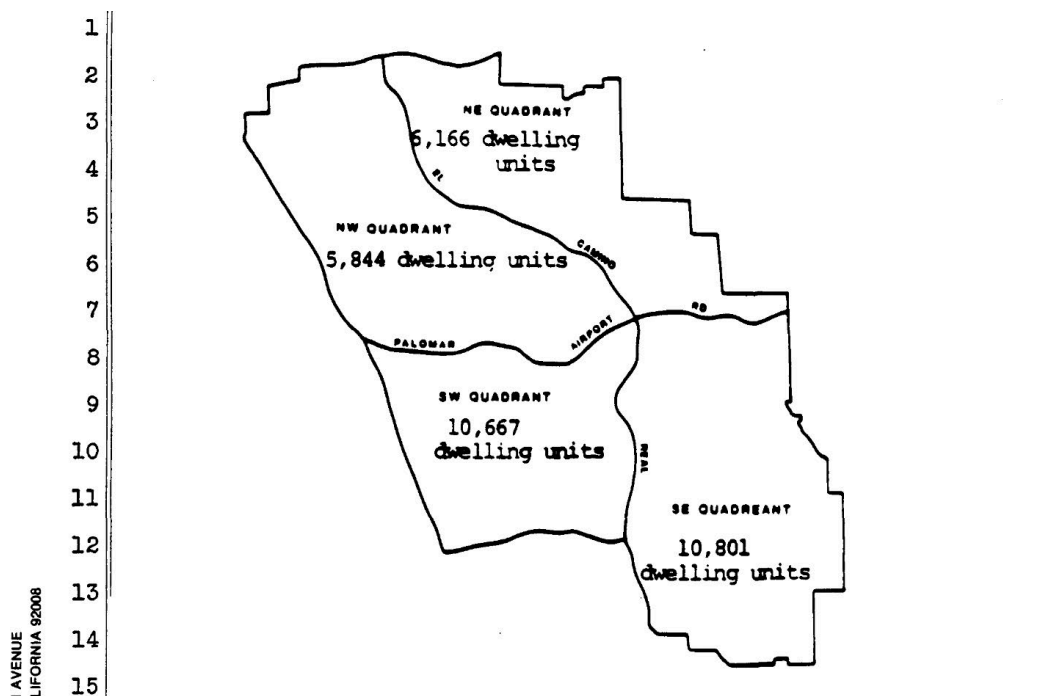
- ▶ Affirming the basic principle of the growth management ordinance it had passed earlier in the year – that new home development will not be approved unless the public facilities required to serve new residents are provided concurrently with the need.
- ▶ Prohibiting the approval of new residential development in excess of the limit established in the growth management ordinance without a public vote.
- ▶ Allowing the city to add public facilities, but not reduce them without a corresponding reduction in the total number of homes allowed.

Both measures passed, but the city’s measure got more votes, so it prevailed.

PROP E - CITY CARLSBAD - GROWTH MANAGEMENT (COUNCIL)			
YES	9652	57.97	
NO	6997	42.03	
PROP G - CITY CARLSBAD - BUILDING LIMITATION INITIATIVE			
YES	8593	51.57	
NO	8070	48.43	

In early 1987, the City Council formally added the following housing caps to the growth management ordinance (see image below). Housing caps were assigned by dividing the city into fourths and considering how many homes had already been built in each, so, in the end, housing would be spread throughout the city.

Density control map (adopted in 1986)



Putting it all together

With development standards in place, detailed public facility improvement plans completed and funding sources identified, Carlsbad's growth resumed. If public facilities in any one of the 25 local facility management zones fell short, development could be halted until the public facilities were in place. Developers paid fees to cover the facilities and services needed by the new residents their homes would bring. Staff monitors the status of the facility standards and provides annual reports to the City Council and the public.

The city's award-winning growth management program has been recognized statewide as a unique and successful model for managing growth. Residents have given the city's quality of life high ratings year after year in city surveys, and Carlsbad has remained a very desirable place to live and do business.

The city has remained financially healthy while gaining high quality residential communities and the roads, libraries and other infrastructure needed to support them.

Planning for the future

As described in the history section above, the Growth Management Program was established during a time of rapid growth. From 1980 to 1990, Carlsbad's population increased 78% and from 2010 to 2020, by comparison, Carlsbad's population increased only 9%. Carlsbad's population growth is slowing as developable area becomes more limited.

Year	Carlsbad population	Percentage increase
1980	35,490	78%
1990	63,126	
2010	105,328	9%
2020	114,746	
2030+*	133,515	16%

*This is our current best estimate of "buildout" based on the current dwelling units estimated to remain to be built in the General Plan, using the same persons per household assumptions as the 2020 census. Changes to the General Plan, state law or demographics over time will impact this number either positively or negatively. This is estimated to occur between 2030 and 2050.

Carlsbad is now transitioning into a time when most of the major planned residential development is complete. Housing laws have changed. Carlsbad's infrastructure is aging and needs to be maintained. The city has become a major employment center, and community priorities have evolved.

For all these reasons, the growth management strategies that worked well to make Carlsbad the special place it is today must also change and evolve.

Changes in laws, regulations and policies

The state of California has declared a housing crisis in the state and passed several new laws designed to make it easier to build housing, largely by reducing local cities' control over the approval process.

In 2017 the California Legislature passed SB 166, known as the No Net Loss Law, which requires local jurisdictions to ensure that their Housing Element inventories can accommodate, at all times throughout the planning period, their remaining unmet share of the regional housing need.

In 2019, the legislature passed SB 330, the Housing Crisis Act of 2019, which prohibits local jurisdictions from imposing moratoriums or new restrictions on housing development. This extends to using residential housing caps or other limits to regulate the number of housing units built within a jurisdiction.

In light of these new laws, the California Department of Housing and Community Development has taken the following positions on what that means for Carlsbad:

- ▶ Failure to meet the Growth Management Program performance standards cannot be used as a basis for implementing a moratorium that precludes meeting Carlsbad's share of the regional housing need.
- ▶ The Growth Management Program caps on housing cannot prevent the city from achieving consistency with the Housing Element inventory and SB 166.

In 2020 and 2021, the Carlsbad City Council adopted resolutions finding that housing caps and moratoriums on new housing are unenforceable due to the new state laws. It is likely that new state mandates, legislation or programs around housing may still be on the horizon.

City of Carlsbad plans and policies

In addition to the Growth Management Program, there are a number of other plans and policies that help guide growth and land-use planning within the city, while keeping in mind the values and priorities of the Carlsbad community.

General Plan

City decision-makers rely on the General Plan, approved in 2015, for making decisions about land use and providing public facilities like roads, parks and fire stations. It is also a policy document that guides decisions related to protecting, enhancing, and providing those things the community values most, such as open space, habitat conservation, beach preservation, arts and community character. State law requires all cities and counties to have a General Plan.

The General Plan includes a housing plan, called a [Housing Element](#), designed to provide the city with a coordinated and comprehensive strategy for promoting the production of safe, decent and affordable housing within the community. State law requires housing elements to be updated every eight years to reflect a community's changing housing needs and to align with new state laws.

In July 2021, the state approved Carlsbad's new Housing Element, which details how Carlsbad will accommodate projected housing needs through 2029. Carlsbad must also designate space for about 3,900 new housing units, of which about 2,100 units need to be affordable for people with very low to moderate incomes. Although Carlsbad can accommodate some of the housing units on property already designated for homes, the city needs to rezone additional sites to accommodate about 2,700 higher density housing units by April 2024 to meet state requirements. It is unknown how many additional housing units the state will require the city to accommodate in the future (after 2029).

During the committee's deliberations, it was acknowledged that the city can no longer limit the number of homes in the city, and therefore, it is difficult to determine exactly what the future public facility needs will be. The committee also considered that even though there will be additional housing development, there will be limited future development overall, which limits the facility impact fees that will be collected to fund future construction of public facilities.

Carlsbad Community Vision

Carlsbad and the General Plan are guided by nine core values that make up the community's vision for the future. These values were adopted by the City Council in 2010, following a collaborative process with the community and have been reaffirmed over the years through regular check-ins and ongoing community engagement. The Carlsbad Tomorrow Growth Management Citizens Committee regularly looked to the city's vision and core principles for guidance throughout their process.



Small town feel, beach community character and connectedness

Enhance Carlsbad's defining attributes—its small town feel and beach community character. Build on the city's culture of civic engagement, volunteerism and philanthropy.



Open space and the natural environment

Prioritize protection and enhancement of open space and the natural environment. Support and protect Carlsbad's unique open space and agricultural heritage.



Access to recreation and active, healthy lifestyles

Promote active lifestyles and community health by furthering access to trails, parks, beaches and other recreation opportunities.



The local economy, business diversity and tourism

Strengthen the city's strong and diverse economy and its position as an employment hub in north San Diego County. Promote business diversity, increased specialty retail and dining opportunities, and Carlsbad's tourism.



Walking, biking, public transportation and connectivity

Increase travel options through enhanced walking, bicycling and public transportation systems. Enhance mobility through increased connectivity and intelligent transportation management.



Sustainability

Build on the city's sustainability initiatives to emerge as a leader in green development and sustainability. Pursue public/private partnerships, particularly on sustainable water, energy, recycling and foods.



History, the arts and cultural resources

Emphasize the arts by promoting a multitude of events and productions year-round, cutting-edge venues to host world-class performances, and celebrate Carlsbad's cultural heritage in dedicated facilities and programs.



High quality education and community services

Support quality, comprehensive education and life-long learning opportunities, provide housing and community services for a changing population, and maintain a high standard for citywide public safety.



Neighborhood revitalization, community design and livability

Revitalize neighborhoods and enhance citywide community design and livability. Promote a greater mix of uses citywide, more activities along the coastline and link density to public transportation. Revitalize the downtown Village as a community focal point and a unique and memorable center for visitors, and rejuvenate the historic Barrio neighborhood.

Carlsbad Tomorrow: Growth Management Citizens Committee

Committee members

The first step of a multi-year process to create a new approach to managing growth included the creation of the Carlsbad Tomorrow Growth Management Citizens Committee. The committee met from March 2022 – April 2023 to review and identify key elements of a new plan to manage growth that maintains excellent quality of life and ensures compliance with state laws.

Member	Alternate
Jeff Segall, At Large	Ron Withall, At Large
Scott White, At Large	Patrick Goyarts, At Large
Eric Larson, District 1 ¹	Jan Neff-Sinclair, District 1
Stephen “Hap” L’Heureux, District 1	Casey Carstairs, District 1
Mike Howes, District 2 ²	Don Christiansen, District 2
Mary Ryan, District 2	Terence Green, District 2
Frank Caraglio, District 3	Thierry Ibri, District 3
Frances Schnall, District 3	Matthew Reese, District 3
Harry Peacock, District 4	Erin Nell, District 4
Annika Jimenez, District 4	Angela O’Hara, District 4
Gita Nassiri, Arts Commission	Nora Jimenez George, Arts Commission
Fred Briggs, Beach Preservation Commission	Lisa Stark, Beach Preservation Commission
Chad Majer, Historic Preservation Commission	Jamie Jacobs, Historic Preservation Commission
John Nguyen-Cleary, Housing Commission	Allen Manzano, Housing Commission
William Sheffler, Library Board of Trustees	Art Larson, Library Board of Trustees
Amy Allemann, Parks & Recreation Commission	Marissa Steketee, Parks & Recreation Commission
Joseph Stine, Planning Commission	Kevin Sabellico, Planning Commission
Patricia Mehan, Senior Commission ³	Nelson Ross, Senior Commission ⁴ (resigned)
Steve Linke, Traffic & Mobility Commission	William Fowler, Traffic & Mobility Commission

¹ Chair

² Vice Chair

³ Member through November 2022 (deceased)

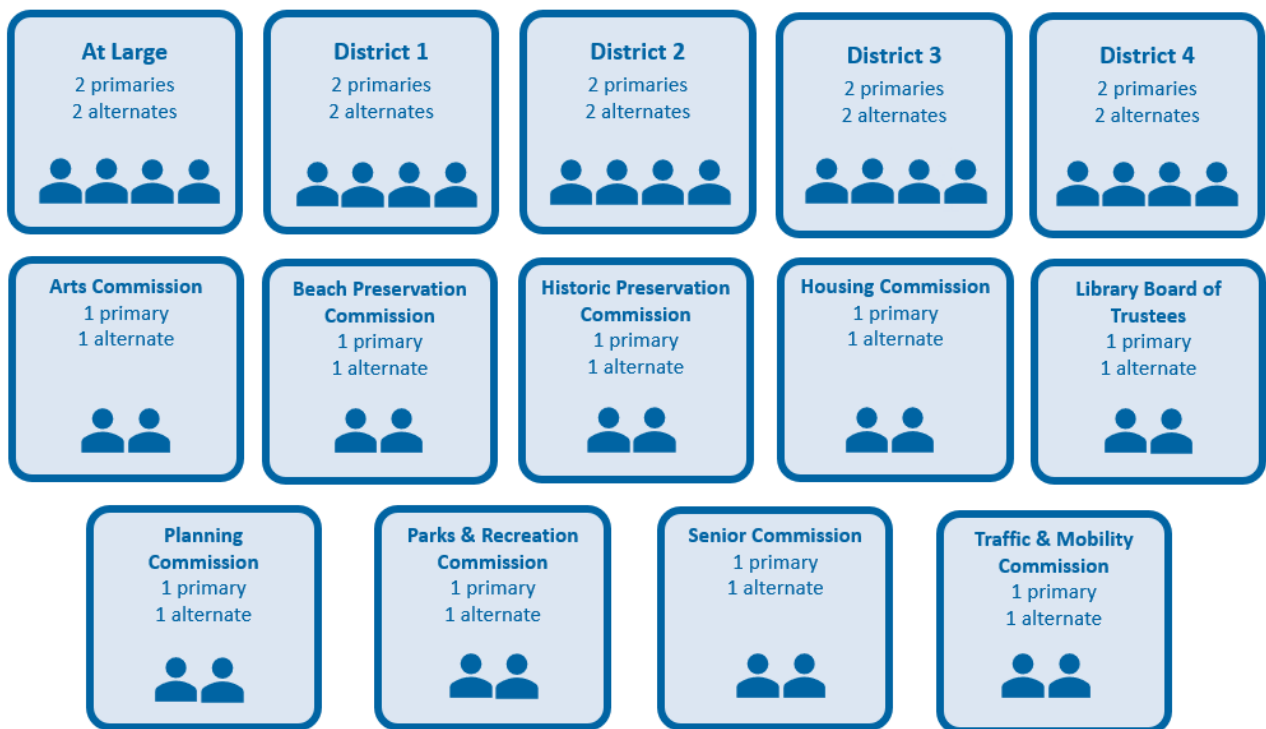
⁴ Member through August 2022 (resigned)

How the committee was formed

In March 2022, the City Council appointed 38 residents (19 primary members and 19 alternates) to serve on the committee.

Fifty-seven people applied to serve on the committee. Members were chosen by the City Council to get a cross section of community perspectives, including residents from each of the Carlsbad's four City Council districts, as well as members of appointed commissions.

- ▶ The Mayor nominated four community members (two primary members and two alternates) to represent the city at large.
- ▶ Each City Council member nominated four community members (two primary members and two alternates) to represent their council district.
- ▶ Each of the city's advisory commissions nominated two of their members (one primary and one alternate).



From the appointed primary committee members, the Mayor designated Eric Larson (District 1) as the Chair and Mike Howes (District 2) as the Vice Chair.

One Senior Commission member originally selected resigned at the beginning of the committee's process. The other Senior Commission member unfortunately passed away before the committee's work was complete. The committee decided not to replace the Senior Commission members since only a few meetings remained and the committee was so far along in the process.

Committee charter

Committee mission

The mission of the Carlsbad Tomorrow Growth Management Citizens Committee is to promote balanced consideration of a range of perspectives on issues affecting the future growth and quality of life in Carlsbad and to identify the key elements of a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life while also complying with state law.

To achieve the committee's mission, the City Council asked members to:

- ▶ Become familiar with the issues that affect future growth and quality of life in Carlsbad
- ▶ Attend periodic meetings over a period of time (approximately 1 year)
- ▶ Listen to and respect diversity in perspectives, facts and opinions
- ▶ Provide constructive feedback to city staff and consultants on process and draft work products
- ▶ In decision-making, balance individual and group stakeholder goals with the larger public interest and legal requirements
- ▶ Work collaboratively with other committee members in reaching decisions and making recommendations to the City Council
- ▶ Encourage community participation at committee meetings

The committee's [charter](#) (Appendix 1) laid out information including how often the committee would meet, what constituted a quorum (ten members), the role of the Chair and Vice Chair, how to follow open-meeting requirements, how the committee would handle information sharing and more.

The committee was tasked with focusing on input, review and "buy-in" to carry out its mission, rather than deliberating on precise details.

Process

Over the course of 15 meetings and more than 50 hours of meeting time, the committee discussed each of the existing Growth Management Program's 11 performance standards, along with other topics the group felt were important to maintaining Carlsbad's quality of life, and decided on recommendations for future standards to reflect the community's current needs and priorities. All meetings were held in public, with an opportunity for input from the community.

A trained facilitator helped manage the committee meetings to encourage a collaborative process, ensure the mission was achieved, and committee-developed ground rules were enforced. The facilitator worked hand-in-hand with the committee chair and city staff.

From the outset, the committee agreed to abide by the following discussion process:

- ▶ The committee would establish ground rules about how members should conduct themselves during meetings.
- ▶ The preferred decision-making process is collaborative problem solving.
- ▶ Consensus of the committee takes precedence over individual preferences.
- ▶ When there isn't a consensus, the Chair may call for majority vote of the committee; however, alternative perspectives will be documented.
- ▶ City staff is present at all meetings to assist the Chair and committee as needed.

Ground rules

The committee established the following ground rules for how members should conduct themselves during meetings:

- ▶ Encourage diversity of ideas; every idea is a good idea during brainstorming.
- ▶ Avoid applying personal biases based on geography, organization affiliation, etc. – think about the city as a whole.
- ▶ Establish and follow general time limits for discussion items.
- ▶ Always be respectful.
- ▶ Be prepared by reading materials and thinking about topics ahead of meetings.
- ▶ Encourage all to speak – both primary and alternate members.
- ▶ Actively search for ways to identify gaps in data and make requests based on those gaps.

Meeting participation

The committee met once a month, except for two meetings held in January 2023. Full participation of committee members was essential to the effectiveness of the committee, and members were expected to attend all committee meetings. During meeting discussions and dialogue, primary committee members were given the first opportunity to comment and ask questions. Following that exchange, alternates were then invited to also provide comments and ask questions as time allowed for the agenda item.

If a primary committee member was unable to attend a meeting, they were expected to notify city staff as soon as possible, and the designated alternate would participate in his or her place during that meeting.

The alternate was encouraged to actively participate in the meeting as a primary member provided they were adequately briefed as to the status of prior discussions and decisions.

Open meeting requirements

All committee meetings and committee members were subject to the open meeting requirements of the Ralph M. Brown Act (Brown Act). The Brown Act imposes public notice and access requirements on committee meetings, and places certain limitations on when and how committee members may communicate with one another. New committee members were given a briefing by the City Attorney's office about the basic requirements of the Brown Act.

Work product

The committee's work concluded with this committee-supported report recommending to the City Council what key elements and standards should be included in a new plan to manage growth to comply with state law and maintain the city's excellent quality of life.

The committee also identified several issues, services and policies important to Carlsbad's future quality of life, but should not be performance standards.

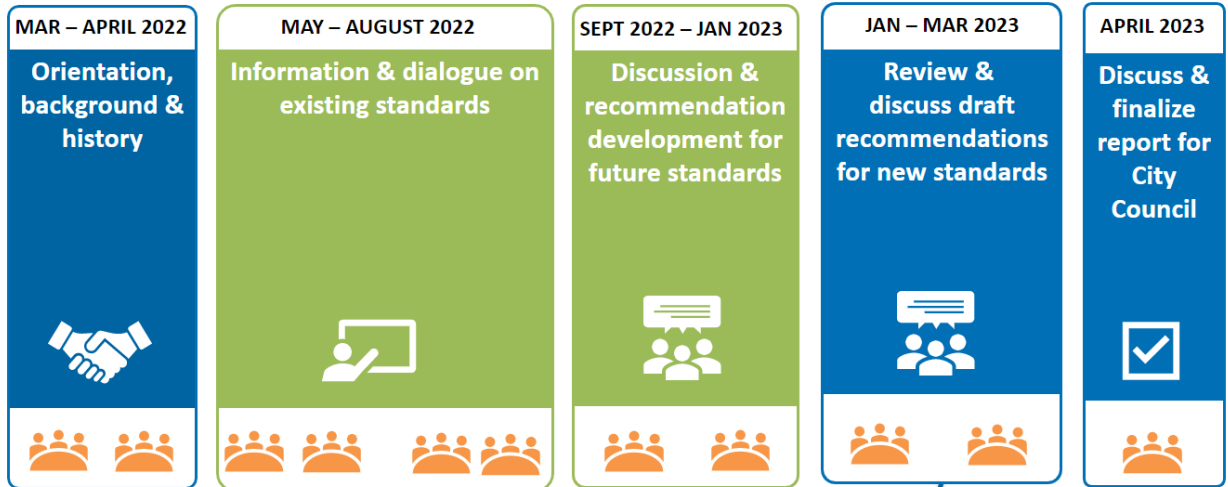
The committee's work product summarized in this report includes:

- ▶ Recommended growth management standards
- ▶ Review of topics discussed, but not recommended for standards
- ▶ Name TBD: Supplemental quality of life recommendations (not standards)

An overview of the committee's work plan and actions taken by the committee at each meeting is included at the end of this report.

The Carlsbad Tomorrow Growth Management Citizens Committee is the first stage of a multi-year process to create a new approach to managing growth in Carlsbad. The City Council will consider the committee's recommendations and direct the next steps to create a new Growth Management Program. After the City Council receives the committee's report and provides direction on next steps, the next phase of the process will begin, with more opportunities for public engagement.

COMMITTEE PROCESS



Committee meetings are open to the public and livestreamed.

Draft recommendations available for public review

Committee recommendations

The Carlsbad Tomorrow Growth Management Citizens Committee was charged with identifying key elements of a new plan to manage growth in Carlsbad in a way that maintains an excellent quality of life while also complying with state law.























Performance standard recommendations

Over the course of 15 meetings, the committee received in-depth presentations from department heads, Fire and Police Chiefs, and other internal and external experts about each of the existing Growth Management Program's 11 performance standards, along with other topics the group felt were important to maintaining Carlsbad's quality of life. Performance standards refer to the level of service that needs to be maintained to ensure Carlsbad's excellent quality of life.

The committee then discussed each of these topics, focusing on whether they were still critical to maintaining Carlsbad's quality of life and, if so, what the standard should be moving forward based on the community's current needs and priorities. The committee also considered whether the topic was best addressed as a performance standard or if they were adequately addressed in other existing city policies and plans.

All recommendations were made without a financial or impact analysis, as committee members understood that the City Council may direct staff to investigate those issues as it proceeds with next steps.

For each of the city's existing 11 public facility performance standards, the committee determined whether the standard should be kept as is, modified or removed from the Growth Management Program, as summarized below. Additional detail on each standard can be found on pages 26-37.

Current Growth Management Program public facility	Committee recommendation for current public facility standard
 Libraries	 Keep as is
 Parks	 Keep as is
 Circulation (mobility)	 Keep as is
 Drainage	 Keep as is
 Sewer collection system	 Keep as is
 Water distribution system	 Modify
 Open Space	 Modify
 Wastewater treatment capacity	 Remove
 City administrative facilities	 Remove
 Fire	 Remove
 Schools	 Remove



LIBRARY FACILITIES STANDARD



Standard (current retained)

- ▶ 800 sq. ft. of library facilities per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.

Rationale

- ▶ The City of Carlsbad’s library system is well-utilized by the community and will continue to contribute greatly to quality of life as the city manages future growth.
- ▶ Technological advances have not minimized the need for physical library space. Instead, modern libraries are focused on more flexible spaces that can adapt readily to changing community priorities and needs.
- ▶ The library industry has moved away from formulaic calculations per capita to determine space needs, but has not replaced it with a new standard. As such, the committee recommends that the library standard remain as was written in the original Growth Management Program.

Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, Carlsbad libraries have the resources needed to provide an excellent level of service.
- ▶ Based on the June 30, 2021 population estimate of 116,025, the growth management standard requires 92,820 sq. ft. of public library space. The city’s current 99,993 sq. ft. of library facilities adequately meets the growth management standard.

Facility	Square Feet
Dove Library (includes the Schulman Auditorium and Cannon Art Gallery)	64,000
Cole Library	24,600
Learning Center	11,393
Total	99,993



PARKS STANDARD



Standard (current retained)

- ▶ 3.0 acres of community park or special use area per 1,000 population within the park district must be scheduled for construction within a five-year period beginning at the time the need is first identified.

Additional recommendation

- ▶ The committee is requesting that the City Council direct staff to evaluate the feasibility of creating and implementing a distance based standard to any publicly accessible park.

Rationale

- ▶ Access to parks contributes to public health, social connectivity and overall quality of life while managing growth.
- ▶ The city's parks standard has evolved from the early 1980s, but has always been based on a ratio of park land to population, with a five-year timeframe to meet the standard. The five-year period allows demand to accumulate to the point that construction of a new park would be warranted.
- ▶ As the committee evaluated the current parks standard, they reviewed how Carlsbad compares with neighboring cities, discussed alternative ways to inventory park land in the city, and questioned whether counting acreage by quadrant is the most effective way to achieve park goals. Additionally, the committee stressed the importance of close access to a park as contributing to quality of life.

Alternative perspectives

Some committee members preferred a citywide standard of 4 acres per 1,000 population excluding acreage inaccessible to people, and/or restricting the acreage of Veterans Memorial Park to the northwest quadrant given its scope. In the end, the majority voted to retain the existing standard. To address the access to parks, a majority of the committee also voted to request that City Council direct staff to evaluate the feasibility of a standard based upon a distance measure to any publicly accessible park.

Status

- ▶ The city is currently exceeding the parks performance standard and is projected to exceed the standard at complete buildout of housing units, currently estimated at 133,515 persons, as reflected in the chart below. More information on population estimates is on page 14.

Quadrant	Park acreage inventory existing ¹	Current park acreage required by standard	Park acreage required by standard at city buildout
NW	131.7	94.1	117.4
NE	68.7	54.6	68.2
SW	93.6	79.0	86.5
SE	138.3	120.4	127.6
Total	432.4	348.1	399.7

¹ Existing park acreage inventory for each quadrant includes an equal proportion (23.4 acres) of Veterans Memorial Park. Although located in the northwest quadrant, because of its size, centralized location and citywide significance, the park fulfills citywide park facility needs. The city's intention for the park to be a citywide park facility dates to the adoption of the Growth Management Program in 1986.



MOBILITY STANDARD



Standard (current retained)

- ▶ Implement a comprehensive livable streets network that serves all users of the system – vehicles, pedestrians, bicycles and public transit. Maintain a Level of Service D or better for all modes that are subject to the Multi-Modal Level of Services standard, as identified in Table 3-1 of the General Plan Mobility Element, excluding Level of Service exempt intersections and streets approved by the City Council.

Rationale

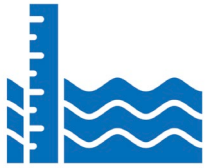
- ▶ The ability to move safely and conveniently throughout the city will remain critical to quality of life and the local economy as the city manages future growth.
- ▶ The committee believes vehicle traffic congestion needs to be addressed, and streets should better accommodate all modes of travel.
- ▶ The 2015 General Plan update calls for a multimodal Complete Streets network throughout the city, which will accommodate all modes of travel (auto, transit, bicycle, and pedestrian). These modes will be prioritized differently, depending on the size and purpose of each street.
- ▶ The city is currently developing a multimodal impact fee to fund the transformation of city streets to meet current and future demands. Once complete, the proposed standard can be reviewed to ensure alignment with the new impact fee program.

Alternate perspectives

- ▶ Some committee members preferred a staff recommendation to change the standard to one that relied and built upon the Sustainable Mobility Plan's new multi-modal transportation impact fee to address citywide improvements, rather than the existing level of service related standard. The majority of the committee voted to recommend the current standard be kept in place.

Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all the deficient roadway facilities identified in the report were previously determined by City Council to be deficient and exempt per General Plan Mobility Policy 3-P.10. The Multimodal Level of Service analysis continues to be developed with the Traffic & Mobility Commission. The committee was unable to reference a completed Multimodal Level of Service analysis to inform non-vehicle based performance standard possibilities. The initial Multimodal Level of Service will be presented to the Traffic & Mobility Commission in the spring of 2023.



DRAINAGE STANDARD



Standard (current retained)

- ▶ Drainage infrastructure must be provided as required by the city concurrent with development.

Rationale

- ▶ Adequate drainage infrastructure will continue to contribute to Carlsbad's quality of life as the city manages growth by improving public safety, safeguarding the environment and protecting property from flooding.
- ▶ Unlike some other performance standards, drainage infrastructure needs are specific to individual projects.
- ▶ City subject matter experts have assured the committee that this standard could be applied effectively to the types of development expected in the future.

Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, the growth management drainage standard has been met consistently.



SEWER COLLECTION SYSTEM STANDARD



Standard (current retained)

- ▶ Trunk line capacity to meet demand, as determined by the appropriate wastewater districts, must be provided concurrent with development.

Rationale

- ▶ Evaluating, maintaining and increasing the city's wastewater collection and conveyance system as development occurs is essential to preserving public health, the environment and quality of life.
- ▶ The City of Carlsbad, Leucadia Wastewater District and Vallecitos Water District provide this service within the city's boundaries.
- ▶ The city develops and assesses wastewater system capacity every five years through a master planning process that considers General Plan land use designations, development density and population projections. The latest master plan was completed in 2019.
- ▶ Unlike some other performance standards, wastewater collection system needs are specific to individual projects.
- ▶ The city requires studies during discretionary project review for sewer system sizing to determine what infrastructure, if any, must be built concurrently with the project.

Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all three agencies provided wastewater collection service have adequate conveyance capacity in place to meet Carlsbad's wastewater collection demands.



WATER DISTRIBUTION SYSTEM STANDARD



Proposed new standard

- ▶ Concurrent with development, coordinate with the appropriate water district to ensure water pipelines have capacity to meet increased demand.

Current standard

- ▶ Line capacity to meet demand as determined by the appropriate water district must be provided concurrent with development. A minimum 10-day average storage capacity must be provided prior to any development.

Rationale

- ▶ Reliable delivery of safe drinking water is essential for public health, quality of life and the city's economy as the city manages future growth.
- ▶ Carlsbad Municipal Water District, which is a subsidiary district of the City of Carlsbad, Olivenhain Municipal Water District (southern Carlsbad) and Vallecitos Water District (parts of eastern Carlsbad) distribute water within the city's boundaries.
- ▶ These water districts prepare water master plans to forecast future infrastructure needs, among other things.
- ▶ When a residential development project is proposed, city staff consult the appropriate water master plan to check pipeline sizes and facility capacities. If needed, developers will be required to build projects identified in the master plan concurrently with the project.
- ▶ The committee recommends removing the storage requirement because the standard is not intended to address water supply, just infrastructure. Additionally, the city has developed adequate storage capacity since the original standard was developed.

Status

- ▶ Based on the 2020-2021 Growth Management Monitoring Report, all three water districts serving Carlsbad have plans in place to ensure water distribution capacity will keep pace with development.



OPEN SPACE STANDARD



Proposed new standard

- ▶ In all Local Facility Management Zones, open space shall be provided consistent with city policies and regulations, including for protection of natural resources, provision of outdoor recreation, production of resources, and for aesthetic, cultural and educational purposes.
- ▶ In Local Facilities Management Zones 11 - 15 and 17 - 25, 15% of the total land area in the zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development. Local Facility Management Zones 1 - 10 and 16 are exempt from this 15% open space requirement, pursuant to the Citywide Facilities and Improvements Plan adopted by the City Council in 1986.

Note: when the 15% open space standard was originally adopted in 1986, Local Facility Management Zones 1-10 and 16 were urbanized (developed), were urbanizing (had approved development/master plans) or were non-residential, and the Citywide Facilities and Improvements Plan adopted by the City Council did not apply the open space standard to those areas.

Current standard

- ▶ Fifteen percent of the total land area in the Local Facility Management Zone exclusive of environmentally constrained non-developable land must be set aside for permanent open space and must be available concurrent with development.

Rationale

- ▶ Much of project-based open space is achieved through zoning – private open space, setbacks, lot coverage, which apply citywide.
- ▶ Open space is currently provided in all Local Facility Management Zones (refer to map on page 10).
- ▶ While the city continues to allocate funds for acquisition of open space, challenges exist in securing vacant available land for more open space than is currently planned, and options for a different open space standard are limited and involve additional cost to the city.

Alternate perspectives

- ▶ When the Growth Management Program was first implemented, several zones were exempted from the open space standard based on their 1986 planning and development status. Because planning changes and redevelopment have and likely will continue to alter the status in the exempt zones over time, some committee members preferred to look at ways to reverse the exemptions, apply a citywide standard, and/or look into linkage fees. The majority of the committee preferred to keep the original standard in place while adding a statement highlighting existing city open space policies that apply to all zones.

Status

Local Facility Management Zone #	Is zone exempt from open space standard? Why?	Open space is what percent of total acres in zone? ¹	Percentage of citywide open space ¹
1	Yes – Urbanized	21.1%	2.9%
2	Yes – Urbanized	15.8%	.5%
3	Yes – Urbanized	9.4%	.2%
4	Yes – Urbanized	20.2%	.4%
5	Yes – Urbanized	24.6%	2.4%
6	Yes – Urbanized	20.4%	2.1%
7	Yes – Urbanizing	42.4%	1.4%
8	Yes – Urbanizing	80.1%	2.4%
9	Yes – Urbanizing	44.1%	.8%
10	Yes – Urbanizing	60.5%	1.9%
11	No – Future Urbanizing	48.5%	4.4%
12	No – Future Urbanizing	20.8%	.6%
13	No – Future Urbanizing	47.0%	1.4%
14	No – Future Urbanizing	68.3%	2.3%
15	No – Future Urbanizing	55.0%	3.4%
16	Yes – Not residential	53.1%	.9%
17	No – Future Urbanizing	38.2%	.9%
18	No – Future Urbanizing	38.3%	1.4%
19	No – Future Urbanizing	62.9%	4.1%
20	No – Future Urbanizing	32.1%	1%
21	No – Future Urbanizing	44.3%	.5%
22	No – Future Urbanizing	17.2%	.3%
23	No – Future Urbanizing	64.8%	.7%
24	No – Future Urbanizing	41.0%	.3%
25	No – Future Urbanizing	77.4%	.9%
Total			38% of total city acres

¹ The open space percentage represents all open space, including open space provided to meet the 15% growth management standard and other open space, such as environmentally constrained open space.

Please refer page 10 for a map of Local Facility Management Zones.

STANDARDS RECOMMENDED FOR REMOVAL

By consensus, the committee recommended the following four current performance standards be removed from the Growth Management Program.

WASTEWATER TREATMENT STANDARD



Current standard

- ▶ Sewer plant capacity is adequate for at least a five-year period.

Rationale

- ▶ Sufficient planning processes and efforts exist to maintain sewer system and treatment plant capacity through the city's involvement with the Encina Joint Powers Authority, which operates the Encina Wastewater Authority treatment plant that serves Carlsbad.
- ▶ The Encina Wastewater Authority adequately provides essential services for preserving public health, protecting the local ocean environment and providing valuable wastewater infrastructure for the region.
- ▶ The Encina Wastewater Authority's long-term Capital Improvement Program ensures the wastewater treatment plant serving Carlsbad is able to handle future growth and meet increasingly stringent environmental regulations.

CITY ADMINISTRATIVE FACILITIES STANDARD



Current standard

- ▶ 1,500 sq. ft. per 1,000 population must be scheduled for construction within a five-year period or prior to construction of 6,250 dwelling units, beginning at the time the need is first identified.

Rationale

- ▶ This standard is no longer reflective of modern business operations and is unnecessary with the new civic center and city hall project authorized in August 2022 to move forward. With the construction of the new civic center, the standard would be exceeded.
- ▶ As the city has reached a stage where it is focused on maintaining infrastructure and having less rapid growth, this standard is determined unnecessary for the city to continue to provide operational facilities.

FIRE STANDARD



Current standard

- ▶ No more than 1,500 dwelling units outside of a five-minute response time.

Rationale

- ▶ After consultation with the City of Carlsbad Fire Chief, the committee found the existing standard did not provide the best method for the city to evaluate fire service performance.
- ▶ Best practices for evaluating the effectiveness of a Fire Department include a variety of performance standards and ever-evolving metrics that are not related to future development.
- ▶ These practices are occurring in metrics that the Fire Department annually prepares and presents to the City Council as part of the annual budget process to ensure high-quality Fire Department services are maintained.

Related considerations

- ▶ Following consultation with both the Fire and Police Chiefs, the committee also considered whether there should be a separate police performance standard or an overall public safety standard that incorporates both police and fire. Ultimately, the committee determined the levels of service for police and fire were adequately addressed through other existing city and departmental policies and plans.

SCHOOLS STANDARD



Current standard

- ▶ School capacity to meet projected enrollment within the Local Facility Management Zone as determined by the appropriate school district must be provided prior to projected occupancy.

Rationale

- ▶ The standard was deemed to be unnecessary as schools maintain their own standards and state law already requires annual coordination.
- ▶ The city has no control over schools and/or the development of schools.
- ▶ Development is required to provide evidence that schools have capacity for its residents and pay fees to the applicable school district. School districts complete facilities plans that include city growth projections.

Additional topics considered by the committee

In addition to the existing 11 public facility performance standards, the committee identified and discussed the following topics to determine if they should be considered as part of a future Growth Management Program. After consideration of the topics below, the committee determined that most of the topics are adequately addressed by other policies, programs and regulations, and that none of the topics should be included as a standalone standard in a future Growth Management Program.

- ▶ Behavioral health
- ▶ Physical health
- ▶ Walkability
- ▶ Public safety
- ▶ Homelessness
- ▶ Seniors/aging community
 - Senior Center operations
- ▶ Arts and culture
- ▶ Energy and power
 - Local power generation
 - Renewable energy
 - Reservoir solar panels
- ▶ Water
 - Sources and supplies
 - Desalination
 - Water quality
 - Stormwater
 - Recycled water
- ▶ Environmental sustainability
 - Climate change
 - Sea level rise
- ▶ Technology
- ▶ Cellular service/ Wi-Fi access
- ▶ Village development
- ▶ Request for a park at Ponto
- ▶ Updates to Proposition H and fees

However, the committee determined some of the topics should receive more consideration by the City Council and be considered in future city strategic planning efforts. The topics that the committee recommend be addressed as important quality of life issues, but not as standards in the Growth Management Program are listed below. These are described in more detail on pages 39-42 and were also provided to the City Council as a separate report.

	Arts and culture		Open space
	Energy		Updates to Proposition H
	Public facility fees		Seniors/aging community
	Homelessness		Transportation and mobility

These committee discussions and public input provided are summarized in the meeting minutes, which are included in the appendices.

Supplemental quality of life recommendations

ARTS AND CULTURE

- ▶ The arts are fundamentally intertwined with the City of Carlsbad’s quality of life as they give the city a defining character and create a sense of place through aesthetics and culturally enriching programs and events for all residents. A culturally thriving community is directly related to economic growth; hence, the arts should be given higher priority by the City Council in the Strategic Plan and Operating Budget.
- ▶ The committee believed that a 750-seat cultural performing arts center would enhance the quality of life in Carlsbad and believed serious consideration should be given by the City Council to incorporate this in either the plans for a new city hall complex or to look at other potential appropriate locations in the city to construct such a facility.

CARLSBAD ENERGY ADVISORY GROUP

- ▶ The committee recommended the creation of a group of 5-7 citizens charged with providing the Mayor and City Council with an annual summary of all energy-related activities impacting the city's residents and businesses. Topics included but are not limited to:
 - Electric commodity providers
 - Energy reliability and safety
 - SDG&E undergrounding programs
 - Carlsbad's peaker-style power plant operations
 - Renewable energy production (new solar installations, quantity of energy produced, new technological advancements)
 - Feasibility of microgrids
 - Energy storage
 - Energy costs and sources

FEES

- ▶ The committee recommended the city evaluate all public facility impact fees on a regular basis (no more than every five years) and update as needed.

HOMELESSNESS

- ▶ Homelessness is an important issue that impacts the quality of life for the residents of Carlsbad and should remain a priority for the City Council in the Strategic Plan and Operating Budget. The committee recognized the complex challenges of addressing the impacts of homelessness and supports the continued efforts of the city's Homeless Outreach Team and affordable housing programs, as well as the Homelessness Action Plan.

OPEN SPACE

- ▶ The committee recommended the City Council elevate the topic of open space by adding to the purview of the Parks & Recreation Commission to address open space needs throughout the city, address potential open space deficits and evaluate opportunities to acquire more open space by updating the list of candidate properties for proactive open space acquisition and by developing a plan that prioritizes zones with less unconstrained open space or that are subject to loss due to sea level rise.
- ▶ Adopt a policy that discourages exceptions to development standards that would decrease open space.

PROPOSITION H

- ▶ During committee deliberation it was discussed that Proposition H, as implemented by Carlsbad Municipal Code Chapter 1.24, has not been updated since it was passed by voters in the 1980s. The committee recommended the City Council consider a ballot measure increasing the expenditure limit due to increased project costs, and indexing it to something like the Consumer Price Index so it can increase over time.
- ▶ Additionally, the committee recommended the city set aside funding for public safety capital improvement projects, such as fire stations, and specify in a future ballot measure that certain types of projects don't require voter approval to exceed the spending limit of \$1 million.

SENIORS/AGING COMMUNITY

- ▶ The quality of life and needs of Carlsbad's senior community and aging population is important. The committee recognized and supported the city's continued efforts to ensure the needs of seniors are met, such as through the City of Carlsbad Age-Friendly Action Plan, City of Carlsbad Parks & Recreation Department senior programs and Senior Center, and the City of Carlsbad Senior Commission.
- ▶ Carlsbad's senior community and aging population should remain a priority for the City Council in the Strategic Plan and Operating Budget.

TRANSPORTATION AND MOBILITY

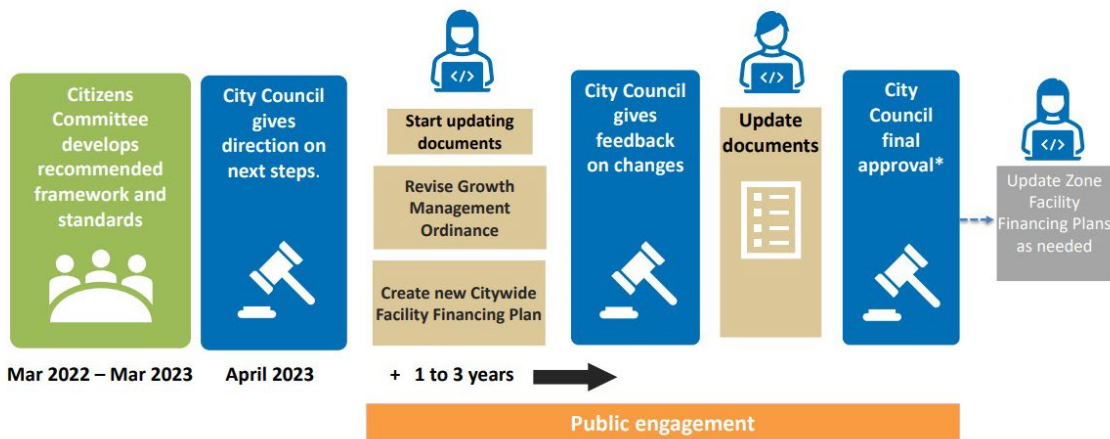
- ▶ The committee recommended the city leverage the Sustainable Mobility Plan and Multimodal Transportation Impact Fee to implement future multimodal transportation projects that provide the greatest benefit to the community;
 - Review of current facilities,
 - Relationship between existing traffic operations, changing commute patterns, regional traffic volume growth, traffic safety and new disruptive trends in mobility technologies, and
 - Development of standards and a fee structure for private development to provide a fair share to partially fund the buildout of the city's multimodal transportation network.
- ▶ Require new development to conduct intersection Level of Service and Multimodal Level-of-Service analysis to determine direct project impacts in accordance with the city's Local Mobility Analysis Guidelines. Update the Multimodal Transportation Impact Fee and include Local Mobility Assessment with Level of Service for all modes.
- ▶ Complete the city's typology-based street network, as described in the General Plan Mobility Element.

- ▶ Improve traffic signal synchronization to improve vehicle mobility and reduce the potential environmental impacts from vehicle emissions related to the stop-and-go and idling at intersections.

Next steps

After the City Council receives the committee’s report and provides direction on next steps, the next phase of the multi-year process will begin. This could consist of nexus studies to determine options for how various performance standards could be funded going forward.

STEPS IN THE PROCESS Growth Management Program Update



Carlsbad’s Growth Management Program established that **new development must provide the public infrastructure and facilities necessary to serve the residents who will live in the new homes created.** Developers either build the improvements themselves or pay fees to the city so the city can provide them. Throughout the process, the committee voiced concern about possible burdens that the Growth Management Program might place on developers who would pass increased costs on to new homebuyers or renters, thereby making projects more costly and less affordable. The committee was concerned requirements could actually prevent development rather than managing it.

While recognizing these dilemmas, funding strategies and financial implications were not topics the City Council asked the committee to address and the committee did not have the data to make such recommendations at this stage of the process. A future step in the process will address funding options and nexus studies.

The committee’s work is concluded with this report, marking the completion of the first stage of a multi-year process to create a new approach to managing growth in Carlsbad.

Funding models

The funding models described below are provided for informational purposes only and were not explored by the committee as part of their mission.

How standards can be funded

- ▶ **Impact fees** are enabled through the Mitigation Fee Act (1987), codified in [California Government Code §66000 – 66025](#). The law requires conducting a nexus study, which is the relationship between what the payer pays and their “roughly proportional” share of benefit. **New development cannot be required to pay for existing deficiencies.**
- ▶ **Developer exactions** may also occur through development agreements, facilities benefit assessments, subdivision improvements and in-lieu fees, California Environmental Quality Act in-lieu mitigation fees, and utility and school district fees.
- ▶ The cost of facilities may be passed on to individual property owners through **special districts**, such as Mello-Roos Community Facilities Districts.
- ▶ Use of **general funds**, voter-approved bond measures, state and federal funds, grants, and user fees all play important roles in funding various types of public facilities. Most tax-based mechanisms require voter approval.

How impact fees are determined

Impact fees may be calculated using an average or marginal cost approach, and with consideration for impacts on citywide systems.

- ▶ **Average Cost Fees.** Impact fees in new growth (master planned community) jurisdictions are typically assessed based on an “average cost” approach, where costs to serve all development at buildout are estimated, then allocated to units over time.
- ▶ **Marginal Cost Fees.** For infill development, it may be appropriate to determine the demand for and cost of public facilities based on the amount of new development relative to existing supply. Demand for public facilities at the margin may be lower or higher depending on the context.
- ▶ **Systems-Based Fees.** Fees may be designed to address growing citywide needs for facilities such as parks and multi-mobility infrastructure, and to prioritize the use of funds in areas of greatest need.

Key policy considerations related to funding



- ▶ Development impact fees are an important funding source, but they may add to the cost of housing and limit supply. Impact fees cannot make up deficits in program funding from existing residents. Broad based financing sources, such as taxes, bonds, commercial development fees, transit occupancy taxes, and user fees, can help reduce






reliance on impact fees and avoid creating constraints to housing development, but are challenging to put in place.

- ▶ Carlsbad’s approach to impact fees could include continued application of existing impact fees as currently required by the Growth Management Program, along with new impact fees for infill development using a marginal cost approach, considering broader areas of benefit, and evaluating system-wide needs and mitigation opportunities.
- ▶ As an alternative to housing caps, progress toward the city’s growth and financing goals can be achieved through coordinated use of impact fees, the General Plan and zoning regulations, capital improvement programs, public facilities plans, strategic use of public funding, and continued regional coordination and infrastructure investments.
- ▶ Regular monitoring of growth and public facilities, with associated fee updates and capital improvement planning, can also contribute to concurrency goals.
- ▶ Overall solutions to funding public facilities and achieving concurrency would benefit from a toolbox approach where a variety of approaches, including developer and public funding, are strategically applied to address growth management goals.

Committee work plan

The committee met 15 times over approximately one year. Below is an overview of the committee’s work plan and actions taken by the committee at each meeting.

	<p>March 30, 2022 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee receives briefing on Brown Act and public records laws. ▶ Committee establishes ground rules. ▶ Committee receives presentation about the city Growth Management Program history and background.
	<p>April 28, 2022 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> • Public facility performance standards • How other cities manage growth • How the community can provide input into the committee’s work ▶ Committee provides feedback on general topics affecting Carlsbad’s future quality of life. ▶ Committee chooses the name Carlsbad Tomorrow Growth Management Citizens Committee.

	<p>May 26, 2022 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> • City budget and financing • Basis for public facility demand forecasts and approaches to allocating fiscal costs of public facilities • Current city administration facilities performance standard • Existing city programs, policies and projects related to the list of topics affecting Carlsbad’s quality of life generated at the previous meeting ▶ Committee provides input on additional information needs.
	<p>June 23, 2022 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> • Schools performance standard • Drainage facilities performance standard • Wastewater treatment performance standard • Sewer collection performance standard • Water distribution performance standard ▶ Committee provides input on additional information needs
	<p>July 28, 2022 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> • Fire performance standard • Mobility performance standard • SANDAG demographics/growth projections for Carlsbad
	<p>Aug. 25, 2022 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> • Mobility performance standard (continued from July meeting) • Libraries performance standard • Population projections for Carlsbad (SANDAG versus city projections) • Committee meeting schedule and upcoming topics
	<p>Sept. 22, 2022 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> • Parks performance standard • Open space performance standard



Oct. 12, 2022 Committee Meeting

- ▶ Committee discusses 23 potential new topics to be considered for its recommended performance standards.
- ▶ Recommends removing eight topics from further committee consideration, recommends five be included only in a separate “quality of life memo” to City Council, and requests that 10 topics be brought back to the committee for additional consideration.



Nov. 30, 2022 Committee Meeting

- ▶ Committee reviews and provides input on a sample table of contents and a sample page of the Growth Management Citizens Committee Report.
- ▶ Committee receives and discusses the following presentations:
 - Fire performance standard
 - Police
 - Libraries performance standard
 - City administrative facilities performance standard
 - Schools performance standard
 - Arts and culture
- ▶ Committee recommends the following:
 - Keep the libraries performance standard as is in the Growth Management Program
 - Remove the city administrative facilities performance standard
 - Remove the schools performance standard
- ▶ Committee directs staff to bring back ideas/language for a potential arts and culture performance standard.
- ▶ Committee directs staff to collaborate on ideas/recommendations for how to approach public safety (Police and Fire together).








Dec. 15, 2022 Committee Meeting




- ▶ Committee receives and discusses the following presentations:
 - Walkability
 - Mobility performance standard options and multimodal transportation impact fee
 - Technology/Wi-Fi
 - Water supply
 - Water distribution performance standard
 - Recycled water
 - Sewer collection performance standard
 - Wastewater treatment performance standard
 - Drainage facilities performance standard
- ▶ Committee recommends the following:
 - Remove the 10-day storage capacity for the water distribution performance standard. Leave the remainder of the standard as is in the Growth Management Program.
 - Keep sewer collection performance standard as is in the Growth Management Program
 - Remove wastewater treatment performance standard
 - Keep drainage facilities performance standard as is in the Growth Management Program
- ▶ Directs staff to bring back revised options/language for a mobility performance standard that reflects feedback from the committee.



Jan. 11, 2023 Committee Meeting

- ▶ Committee receives and discusses revised options and recommendation(s) provided by staff on the following:
 - Open space performance standard
 - Parks performance standard
- ▶ Directs staff to bring back more information on local facility zones exempted from the original open space performance standard and revised language/options for a standard based on feedback from the committee.
- ▶ Directs staff to bring back revised options/language for a parks performance standard that reflects feedback from the committee.
- ▶ Decides not to replace Senior Commission committee members as the Growth Management Committee is so far along in the process.

	<p>Jan. 26, 2023 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee recommends the following: <ul style="list-style-type: none"> • Remove the fire performance standard • Do not add a police performance standard • Do not add an arts and culture performance standard • Keep mobility performance standard as is in the Growth Management Program • Keep the parks performance standard as is in the Growth Management Program • Request City Council direct staff to evaluate the feasibility of creating and implementing a standard based upon a specific distance between public parks and housing
	<p>Feb. 17, 2023</p> <p>Committee receives draft standard recommendation pages and quality of life memo outline with materials for Feb. 23 committee meeting.</p>
	<p>Feb. 23, 2023 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee receives and discusses the following presentations: <ul style="list-style-type: none"> • Climate Action Plan • Renewable energy, local power and sustainability • Open space zones and performance standard options ▶ Committee recommends the following: <ul style="list-style-type: none"> • Add language to the open space performance standard to reflect open space currently required in all zones (through city policies and regulations outside of the performance standard); otherwise keep the performance standard as is in the Growth Management Program ▶ Provides feedback to staff on quality of life memo outline. ▶ Provides feedback to staff on draft standard recommendation pages.
	<p>March 14, 2023</p> <ul style="list-style-type: none"> ▶ Committee receives draft final committee report and draft quality of life memo with materials for March 23 committee meeting.
	<p>March 14 – March 23, 2023</p> <ul style="list-style-type: none"> ▶ Committee and public review draft documents (report and memo).

	<p>March 23, 2023 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee members share feedback on draft final committee report and draft quality of life memo. ▶ Committee decides which changes to make to documents (by consensus and/or voting).
	<p>April 20, 2023 Committee Meeting</p> <ul style="list-style-type: none"> ▶ Committee members share final feedback on final documents. ▶ Committee decides which changes to make, if any, to documents. ▶ Committee votes to finalize document (noting changes, if any). ▶ Committee work concludes.
	<p>May 2023</p> <ul style="list-style-type: none"> ▶ City Council considers the committee’s recommendations and provides direction on next steps.